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INTRODUCTION

In February the President of The Ohio State University, Novice G. Fawcett, received a request from the Columbus Board of Education to name a special committee from the University to study the problems of the Columbus Public Schools. The President consulted with members of the Faculty Council and a number of faculty members about the request prior to the appointment of the Commission and their response was enthusiastic. The President named a six member group, to be called the University Advisory Commission on Problems Facing the Columbus Public Schools, to fulfill the Board's request. Persons named to the Commission were:

Paul G. Craig, Dean, College of Social and Behavioral Sciences
Luvern L. Cunningham, Dean, College of Education, Chairman
James R. McCoy, Dean, College of Administrative Science
Richard L. Meiling, M.D., Dean, College of Medicine
Ivan C. Rutledge, Dean, College of Law
Robert E. Taylor, Director, Center for Research and Development
    in Vocational and Technical Education

During the early days of March the Commission reflected on its mission, assessed the magnitude of the assignment, and defined the questions which it would use to guide its work. On March 18, 1968, the Chairman of the Commission delivered to the President of the Board of Education the following letter containing the Commission's study plan:

March 18, 1968

Mr. Edward N. Sloan, President
Columbus Board of Education
270 East State Street
Columbus, Ohio 43215

Dear Mr. Sloan:

At the invitation of the Columbus Board of Education, President Novice G. Fawcett has appointed a University Advisory Commission on Problems Facing the Columbus Public Schools. The Commission is to concern itself with the full range of school programs and services, but special emphasis is to be placed on inter-racial and cross-socioeconomic factors related to inner-city school experiences. The Commission will be prepared to make a progress report on or about June 15, 1968. The need for additional study of the particular problems identified in the preliminary period will be examined as the next few weeks progress. It may be that the Advisory Commission will recommend a more comprehensive study of the Columbus Schools. The Board of Education, on the other hand, may decide that its needs have been satisfied and the work of the Advisory Commission could be terminated at the Board's discretion.

In this letter the Advisory Commission has specified the following: (1) the assumptions upon which the Advisory Commission is proceeding with its work; (2) the central questions to which it will seek answers; (3) the nature of its report to the Board on June 15; (4) the financial arrangements with the College of Education including the total estimated cost for services through June 15; and (5) some projections of immediate study needs.

PROCEDURAL ASSUMPTIONS

The Advisory Commission believes it to be important that the Board of Education have a clear understanding of what the Advisory Commission proposes to do. For this reason the assumptions upon which the Commission will proceed from this point forward are stipulated. The Advisory Commission will:

1. have a free hand in identifying and studying the problems of the Columbus Public Schools and enjoy free access to data necessary to study purposes;

2. be its own spokesman through the Chairman for its perspectives on Columbus school problems;

3. focus preliminary work on cross-socioeconomic, inter-racial problems with particular emphasis on inner-city schools;

4. consider problems and make recommendations that may extend beyond the school system itself;

5. develop perspectives on school district performance, identify and select measures of that performance in keeping with the perspectives and seek data from the school systems and other relevant sources in order to appraise the operation of the system;

6. utilize data from a wide range of groups, agencies, and governments including previous studies in its work;

7. have available from the Columbus School System assistance to carry out the work of the Commission;

8. utilize persons from within the University representing a wide range of disciplines;

9. employ some consultants and resource people from outside of The Ohio State University;

10. develop a position on the kind and comprehensiveness of further studies needed to support the educational policy making of the district including estimated costs.

The Commission, by its nature, is advisory; its purposes are to study and recommend rather than engage in operational activities. It is hoped that this relationship may lead to future opportunities for the school system and the University to work together on the improvement of education in the Columbus community.

STUDY QUESTIONS

On the basis of the above procedural assumptions and within the severe time constraints that prevail, the Advisory Commission will attempt to sharpen the definition of problems facing the Columbus Public Schools, suggest some recommendations relating to the school system's performance and examine the need for further study. The Advisory Commission, in its effort to identify and define the basic educational and community problems and to make recommendations in their regard, will use questions such as the following as guides for its work:

1. How well are Columbus young people prepared for further schooling, employment and community life?

   The search for answers to this question will involve the examination of data drawn from such sources as employment records, college entrance and holding power, the courts, and drop-out information as well as school achievement, school attendance and attitudes of the young people in and out of school.

2. What are the Columbus inner-city problems that impinge on the schools, what agencies, groups and governmental units are involved, and what solutions are needed?

   To investigate this question the Commission would need (a) to learn about inner-city and city-wide school finance as well as the support for other public services; (b) to understand the interests and special needs of the people who live in the inner-city and utilize the services of the public schools; (c) to clarify the nature of neighborhood leadership on local school problems; (d) to examine relationships between the school system (the school administration, the teacher groups, and the Board of Education) and the citizenry (community agencies, governments, interest groups, and individuals); (e) to conduct studies within the contextual framework of interracial issues and problems within the city, metropolitan area, and state.

3. What are the programs, services and policies of the school system which are related to the problems the Commission identifies and what is its capacity to respond to community needs and demands?

   To answer this question the Commission will study (a) what services and curricula are provided, how relevant these are to community needs, what services and curricular options are lacking or underdeveloped; (b) what the status of materials and technology to meet the problems is; (c) what capacity the school system has for planning, research and evaluation especially for action on problems of the inner-city schools; (d) how the school system is organized to meet the problems identified; (e) what the capability and availability of internal and external personnel resources are to solve problems; (f) what the impact of present staff personnel policy is on inner-city schools; and (g) what the impact of inner-city problem solving efforts is on the non inner-city portions of the school system.

4. What are the communication and cooperation problems which exist relating to schools and social issues?

   To respond to this question the Commission will need to know (a) what the nature of school board-administration-teacher group-community communication and understanding is; (b) the condition of school-community communications network with special attention to the mass media; and (c) what the special problems are in school, school board and neighborhood relationships to be clarified through the study of: (1) the attitudes of pupils toward their school experiences and school personnel; (2) the attitudes of parents toward their own children's school experience, the school itself, school personnel and the school board; (3) the attitudes of school personnel toward their pupils, the pupils' parents, the neighborhood in general and the school board; and (4) the attitudes of persons not having children in the public schools toward pupils, school personnel and the school board.

NATURE OF THE REPORT

The Advisory Commission agrees to complete its initial work and present an oral and written progress report to the Board of Education on or before Saturday, June 15. The report will provide analyses of the problems identified, recommend short and long range actions where the Commission believes these are warranted and include specifications for further study where such are desirable. The Commission agrees to provide the Board with ten copies of its report in advance of the meeting. The Commission assumes that the Board will arrange for reproducing the document in sufficient quantity to satisfy community needs.

FINANCIAL ARRANGEMENTS

The College of Education is to be the contracting agency within The Ohio State University. The College of Education, as indicated by President Novice G. Fawcett on February 29, will proceed on a cost of service contract with the Columbus Public Schools. The cost of the initial phase of the Commission's work will be approximately $48,000. The costs of service fees will be based on the time of study team members selected from The Ohio State University, consultants employed from outside the University and related administrative and research expenses. The total cost of the work of the Commission will not be charged to the District. For example, the services of the six Commission members will be contributed without charge.

Billing procedures can be worked out at a subsequent date.

IMMEDIATE STUDY NEEDS

Because time is short the Advisory Commission, as soon as possible, intends (1) to discuss with the administrative staff arrangements for obtaining relevant information which the school system possesses; and (2) to arrange for community meetings to be held in school attendance areas for the purpose of hearing individuals and community groups with interests in the schools.

Should you or the Board wish to discuss any aspects of this prospectus, the Advisory Commission will be happy to respond to such an invitation.

Sincerely yours,

Luvern L. Cunningham, Chairman
University Advisory Commission on
Problems Facing the Columbus Public
Schools

LLC/lfb
cc: Dr. Harold H. Eibling, Superintendent, Columbus Public Schools
Dr. Novice G. Fawcett, President, The Ohio State University
Members of the Commission:
Dr. Paul G. Craig
Dr. James R. McCoy
Dr. Richard L. Meiling
Dr. Ivan C. Rutledge
Dr. Robert E. Taylor

The Board of Education approved the plans for the work of the Advisory Commission on April 2, 1968. This particular relationship between two major institutions is probably the first of its kind in America. The Commission began immediately.

The Study Team

Arliss L. Roaden, Associate Dean for Graduate Study in the College of Education, was named Study Director. Under his leadership a number of University faculty and advanced graduate students were invited to serve as members of the study team. They were selected from several Colleges and Departments within the University. Team members were:

Elsie Alberty, Professor of Education--Curriculum
James H. Andrews, Instructor in Political Science
Frank Black, Department of Sociology
Carl Candoli, Assistant Professor of Educational Administration
Ronald Corwin, Associate Professor of Sociology
Jon Davis, College of Education--Curriculum
Jean Emmons, College of Education--Administration
Jack Frymier, Professor of Education--Curriculum
Bruce Gansneder, College of Education--Educational Research
Dolores Gidney, College of Education--Evaluation
Charles Glatt, Associate Professor of Educational Development
Walter Hack, Professor of Educational Administration
Henry Hunker, Professor of Geography and Director of the Center for Community and Regional Analysis
Reginald Jones, Associate Professor of Psychology
Michael Kean, College of Education--Development
Martin Keller, Professor of Preventive Medicine
Roy Larmee, Professor and Chairman, Faculty of Educational Administration
Raphael O. Nystrand, Assistant Professor of Educational Administration
Galen Rarick, Jr., Professor of Journalism
Rebecca Rumberger, College of Education--Curriculum
David Santoro, College of Education--Guidance

Carroll Shartle, Professor of Psychology and Director of Research,
College of Administrative Sciences
Jay Shilling, Instructor in Social Work
Louis Stern, Associate Professor of Business Organization
Erwin Teuber, Department of Sociology
Neal Vivian, Associate Professor of Education and Specialist,
Center for Vocational and Technical Education

Others who served as consultants to the study team were Bruce Bursack, Instructor in Educational Administration; C. Richard Hofstetter, Assistant Professor of Political Science; and Robert Ullman, Director, Testing and Orientation Center. The number of interviewers and technical personnel working on various aspects of the study numbered more than 300. Also, the study team consulted with many specialists in Departments and Colleges throughout the University. A wide range of University resources was available to the team.

Members of the study group assumed specific responsibilities for aspects of the Commission's work. Because of the brief time period available these individuals faced very difficult deadlines. Problems were reviewed comprehensively and intensively despite the time available. Considerable data were collected and analyzed; they provide a sound basis for the recommendations which appear later in this report.

Sources of Information

In mid-April community conferences were held in the thirteen Columbus senior high schools. Over a three-day period members of the

Commission and study team met with approximately 3600 Columbus citizens in these meetings. They heard persons interested in the Columbus schools express their feelings about them. Transcripts of the thirteen conferences were useful to the Commission in the early period of its work because they provided an initial sensitivity to the range of feeling among citizens.

Written invitations were sent to all Columbus school parents to attend the community conferences. The invitations also urged parents to report their feelings in writing or by telephone directly to the Commission if they were unable to attend one of the conferences. In response nearly 400 such communications were received. The contents of these along with transcripts of the conferences were analyzed.

The Commission made itself available between March 18 and May 15 to groups and individuals from throughout the community who wished a special opportunity to discuss their views. A large number of such meetings were held, both on the campus of The Ohio State University and around the school district at the convenience of community groups. Several community groups summarized their views in writing for the Commission.

These sources--community conferences, written communications, and special group hearings--provided the Commission with perceptions about the schools and their problems as well as recommendations for improvements. Such data, although very helpful, were not sufficient for Commission purposes.

Additional information was necessary. To assess the achievement of pupils, test data available through the schools were analyzed. Examining test information on several thousand youngsters was a massive assignment. This task was made more difficult because of the ways the test information is collected and organized by the school district. Discussion of this problem appears in Chapter Two. Freshmen students entering The Ohio State University in September, 1968, from the Columbus Public Schools were compared with freshmen from other locations in terms of their success during the autumn and winter quarters of 1967-68. A sample of 11,000 students in the public schools this year responded to a special questionnaire which sought their views about their own education. Interviews were held with 30 out-of-school youths not in college to obtain their perceptions of their schooling.

Twenty-eight of the largest employers in the metropolitan area were interviewed to ascertain information about the employability of Columbus students who apply for jobs. In addition nearly 300 questionnaires were sent to other employers in the metropolitan area to solicit similar information.

A carefully chosen representative sample of Columbus residents, 1152 in all, were interviewed in their homes to ascertain their views of the schools. Officers and representatives of many organizations were also interviewed. This information, along with other citizen data, provided an extensive basis for analyzing community feeling about its most important institution.

The professional personnel of the schools (teachers, supervisors and administrators) were heavily involved in the study process. Over 3700 teachers completed a lengthy questionnaire; each Columbus principal also responded to a special inquiry about his school. Two hundred teachers were interviewed as were about 30 principals, a number of central office personnel, and all members of the Board of Education for the last two years. This part of the study contributed an extensive array of data about the schools and their problems and the views of professional employees about their work, pupils, parents, and the school program.

Relationships with community agencies were appraised through interviews and questionnaires. Interviews with school personnel provided information about how school people view other community agencies. Similar interviews were held with leaders in community agencies which work with the schools. Many parents also commented on these relationships.

Plan of the Report

In Chapter Two, in keeping with our responsibility, we present definitions of the important problems facing the schools. We have identified several problem areas and, within each, described problems as we see them. In each of the problem areas we have summarized the data relevant to that area, offered recommendations relative to the problems, and suggested steps to pursue in the implementation of the recommendations.

Additional data are incorporated in the appendix to this report.

The study team had available to it a number of previous studies of the school system and the community which were valuable assets. These documents provided useful background information, ideas, and suggested recommendations.

Despite all of the work of the past 90 days, the study team wishes to make it clear that it has not fully evaluated the Columbus school system. A thorough, painstaking review of how well a school system functions takes many months, a full-time expert staff, and considerable money.

CHAPTER ONE

THE COLUMBUS EDUCATIONAL SETTING

Education in American Big Cities

The quality of educational programs in large American cities is a topic of national debate. The President's Panel on Educational Research and Development concluded that "by all known criteria, the majority of urban and rural slum schools are failures." In rendering this indictment, they note five current school problems: (1) the severe scholastic retardation which progressively worsens as children grow older, (2) a dropout rate which exceeds 50 per cent, (3) fewer than five per cent of this group enrolling for some form of higher education, (4) deteriorating I.Q. scores, and (5) a distressing picture of adolescents leaving school ill-prepared to lead a satisfying, useful life or to be successful participants in the community.

With the declining rural population, slum schools have been concentrated in our cities, especially large cities. The inner core of cities has become a repository of the poor.

Large cities that once were perceived to be the bulwark of American economy and culture now are marked by (1) decreasing overall population, (2) increasing public school enrollment, (3) exodus of higher income whites, (4) influx of lower income Negroes, (5) solidification of racial and economic segregation, (6) decline in educational level of the adult population, (7) increasing private school enrollment of the more affluent whites, (8) burgeoning population in the slums and ghettos with little or no increase of available land areas, (9) mounting fiscal commitments for education, welfare services and police and fire protection, and (10) a large number of old and antiquated buildings, including school buildings.

Nine major cities (100,000 or more population) had fewer residents in 1960 than they had in 1920; 12 had fewer than in 1940; and 20 fewer than in 1950. While this general decline in population is taking place, enrollment in the public schools is increasing. Enrollments are expanding in the ghetto--usually black ghetto--where the poor are isolated in a small land area. School buildings usually are old, in ill repair, and overcrowded. The majority of public school students in at least 17 large cities is Negro, with the overall population predominately Negro in only two large cities. Obviously, the pattern of smaller families among the middleclass population is evident; however, the popularity of private schooling for children of the more affluent is soaring.

The picture of cities financially over-extended in the effort to provide minimal education, health, welfare, and protection of its citizens, with waves of talented leadership moving outside the cities' political boundaries, is not a pretty one. Islands of the affluent, of the poor, of the white, of the black, of the leaders, and of those who are unmotivated--resigned to their fate--is a picture on the American scene of fragmentation, distrust and fear.

More than any other social institution, schools are called upon to remedy these problems. Political leaders are insecure about their political future if they give leadership to opening up the combined resources of a metropolitan community. Business men and industrialists have no feeling of security about their investments in a community where the people are on the run. Real estate brokers and financiers in many communities would no doubt welcome leadership from others for metropolitan cohesiveness. Social and welfare agencies usually lack the necessary strength for reversing the pattern of community instability.

Schools have the job to do, but they cannot do it alone. Schools are viewed as the agency for insuring that every child has the chance for a productive life. However, with neighborhoods significantly different from each other, school programs must vary, and school programs in poor neighborhoods, though bolstered by federally financed compensatory and remedial features, are for the most part unsuccessful in overcoming the perpetuation of educational liabilities in a context of economic, social and educational impoverishment.

The Columbus Community[1]

Only in a very few respects does Columbus fit the dismal characteristics of large cities throughout the country. Further, there is positive and exciting evidence gained in the Advisory Commission's study that the citizens of this community, the business leaders, and the school system are of a mind to prevent Columbus from degenerating into such a condition.

Unlike most large cities, Columbus is a growing city. The present population of 581,883 is an increase of 23 per cent since 1960, 57 per cent since 1950, and 90 per cent since 1940. By population Columbus is now the 28th largest city in the country and second in Ohio.

Of particularly good fortune to Columbus is available land area for expansion. Columbus ranks first in the state in geographical size with 116 square miles of land area, an expansion from 39.4 square miles in 1950.

---

[1] Data presented in this section were drawn from Columbus Area Chamber of Commerce documents, U.S. Census Bureau documents, and The Ohio State University Bureau of Business Research publications.

The low unemployment rate at 2.2 per cent is considerably better than the national average, and the distribution of employment in the Columbus metropolitan area (Franklin County) is also on the credit side. Employment distribution is as follows:

	Per Cent
Total for Franklin County	100.0
Government (City, County, State, Federal)	11.3
Manufacturing	24.5
Wholesale and Retail Trade	25.2
Transportation, Communications and Public Utilities	6.9
Construction	5.7
Agriculture, Mining and Quarrying	1.1
Finance, Insurance and Real Estate	8.0
Service	17.3

Growth since 1960 has been in wholesale and retail trade, 19.9 to 25.2 per cent; finance, insurance, and real estate, 7.0 to 8.0 per cent; and service, 16.9 to 17.3 per cent. Columbus leads Ohio's large cities in the proportion of labor force devoted to services, to finance, insurance and real estate, to wholesale and retail trade, and to construction. These enterprises are not so likely to generate a ghetto as an economy which is largely dependent on industrialization.

Columbus is not, however, without some of the problems found in other large cities. The area within the inner belt, an approximate radius of one mile of Broad and High Streets, claims a high proportion of the poor (39 per cent of the families have annual incomes less than $3,000); three times the arrest frequency of the remainder of Franklin County; and seventeen per cent of the County's deteriorating and dilapidated housing.

This area is classified, at least, as an emerging ghetto with attendant problems.

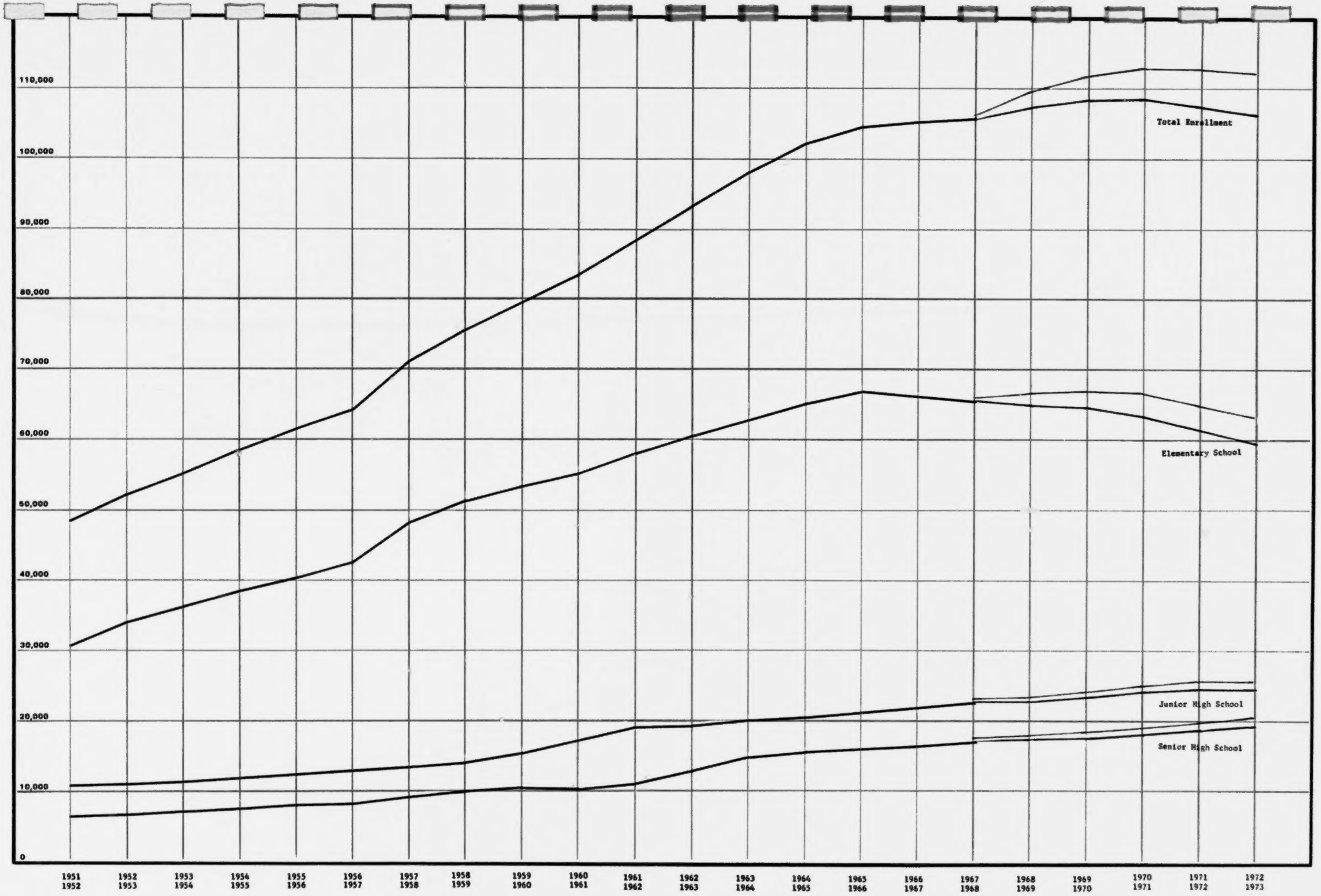
The challenge for improvement is present and an invitation to community leaders and to all citizens for remedial action is extended. Problems of cities were discussed in a recent issue of one popular magazine in which John Gardner, former Secretary of Health, Education, and Welfare, and now Director of the Urban Coalition, was quoted as saying, "We have an ample supply of hand wringers. We are in very short supply of people willing to lend a hand." We believe that all citizens of Columbus and the metropolitan area are willing to lend a hand, but the lending of hands must be metropolitan in scope. Neither Columbus nor the suburban communities can withstand for an extended period of time leadership moving away, leaving downtown an emerging ghetto of grime, crime, illness, and despair.

The Columbus School System

The Columbus school system, like the city, is a growing enterprise. The school enrollment of 105,967 is 27 per cent greater than in 1960 (83,631), and 128 per cent greater than in 1950 (46,406). (See Figure 1). What we have is a school system that has become one of the largest in America. This phenomenal rate of acceleration in school enrollment has placed demands on the community for constructing a new classroom about every 3-1/2 days since 1950. These demands have produced 102 new buildings, 124 additions to existing buildings, and 101 remodeling projects. Costs for school expansion have required bond issues of $102,900,000 since 1950.

The community and the school system leadership are to be commended for efforts described above to accommodate the children without resorting to temporary structures and double shifts. Further, the schools generally have been well-maintained.

Chapter Two notes, however, that Columbus continues to spend less operating money for the education of each child than any of Ohio's seven largest cities. Significantly greater financial commitment will be required in the years ahead. There are some indications of a reprieve in enrollment in the Columbus schools with a high of about 110,000 (a range of 108,615 to 112,662) pupils to be reached in 1970-71. Projecting school



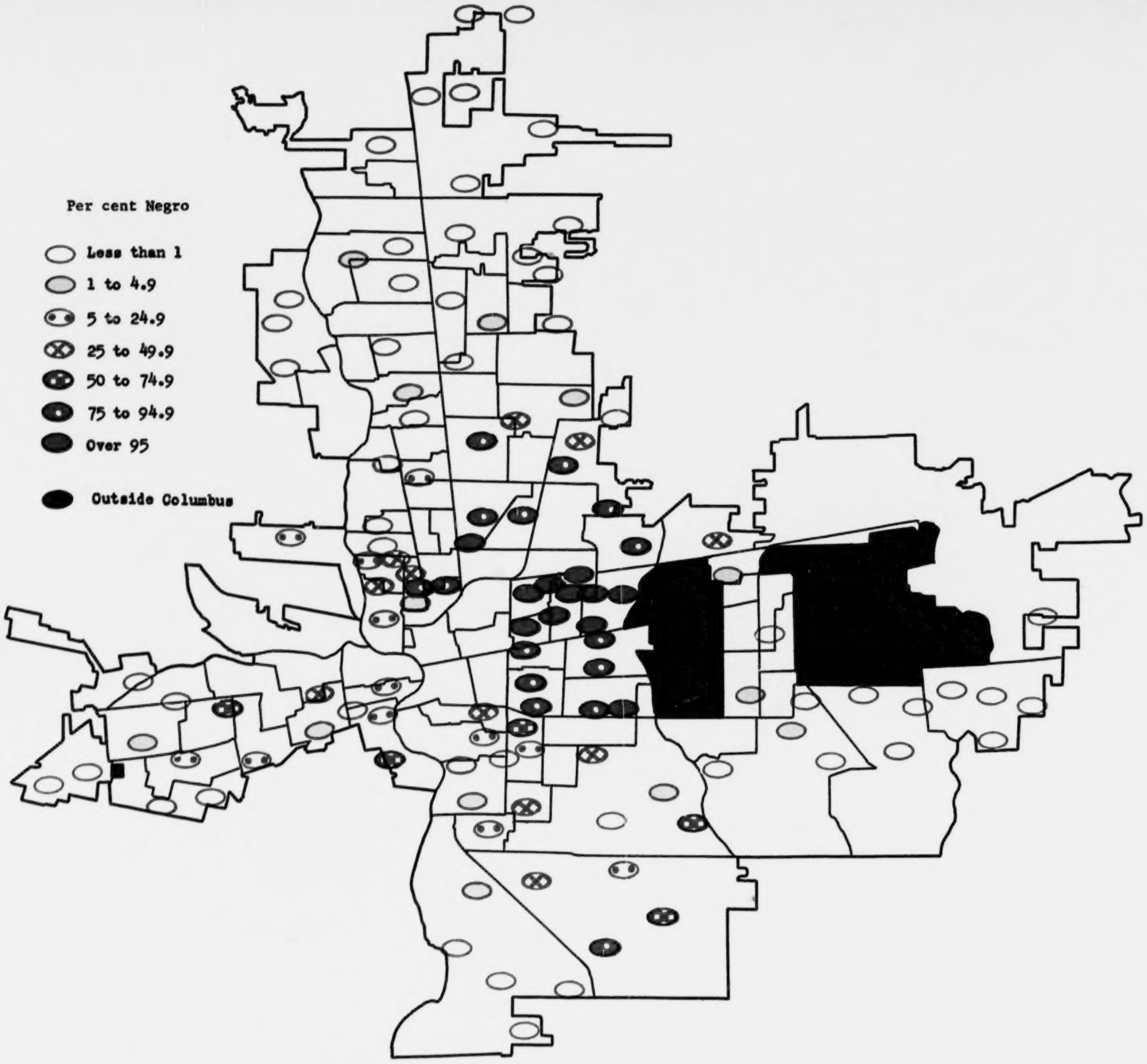
PUBLIC SCHOOL ENROLLMENT, 1951-67, COLUMBUS, OHIO, WITH HIGH AND LOW PROJECTIONS TO 1972.

Figure 1

enrollments is hazardous however; there are many relevant factors which can vary markedly, such as city annexation policies and birth rate. For example, if the areas already annexed by the city were to become a part of the school system, enrollments would increase sharply.

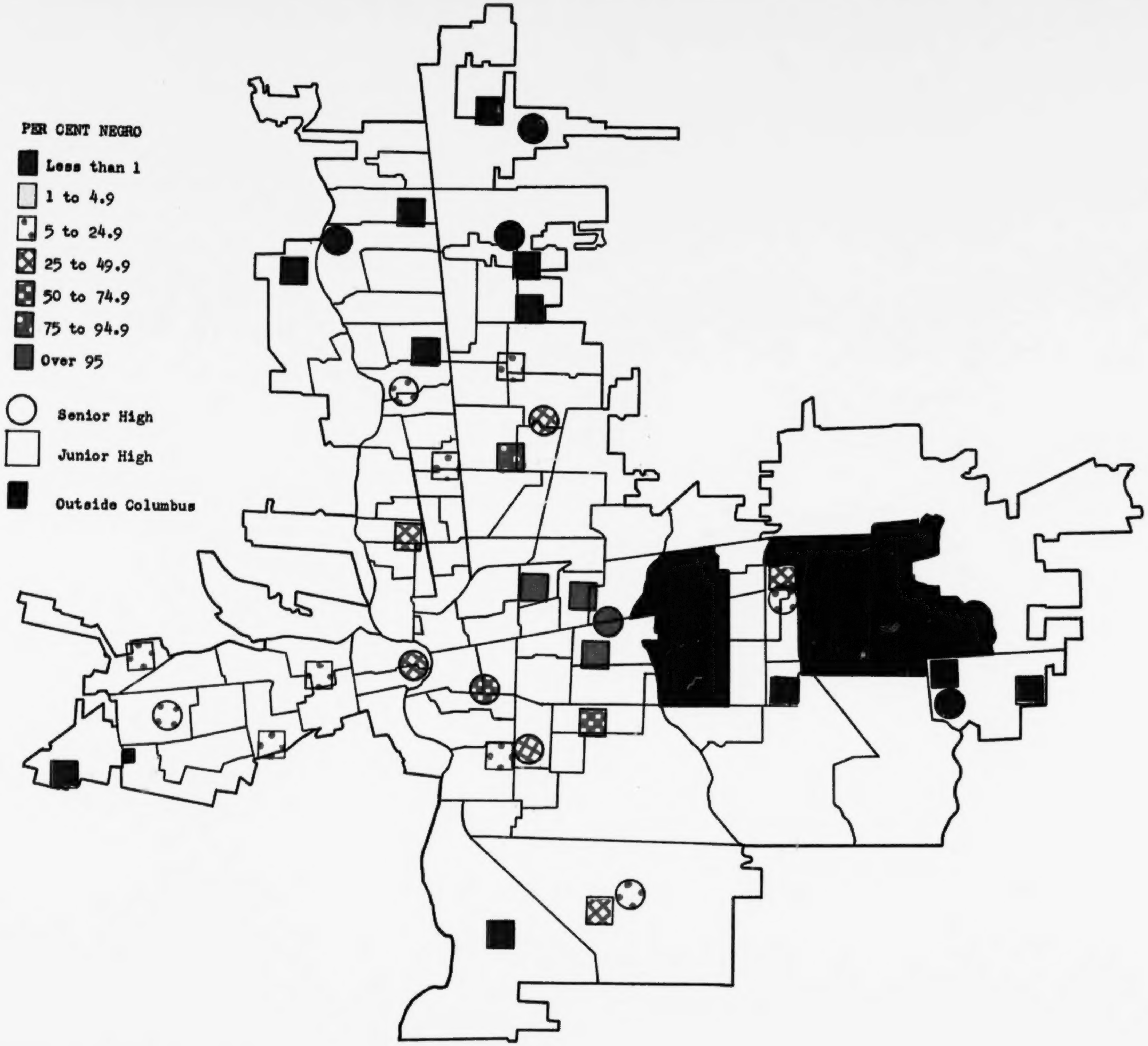
With the history of accelerated school enrollments, the employment of teachers and other staff members to meet requirements has been a demanding task. There are now three times as many members of the professional staff as there were in 1950. Ninety-eight per cent of the instructional staff, which now numbers 4,340, hold at least the Bachelor's degree.

These marked changes in the Columbus educational scene have not been without problems. Foremost among these problems is de facto racial and socioeconomic segregation in the schools. Twenty-five per cent of Columbus school enrollment is Negro. However, in 38 schools Negroes constitute more than 50 per cent of the student body, in 30 schools more than 75 per cent, and in 15 schools more than 95 per cent. With few exceptions, schools with more than 50 per cent Negro students are located within the inner core of Columbus. (See Figures 2 and 3). Segregation of the poor from the affluent is just as severe as segregation by race, and in most cases, consequences of both acts of segregation are just as harmful. The tragic national picture of academic regression


Per cent Negro
Less than 1
1 to 4.9
5 to 24.9
25 to 49.9
50 to 74.9
75 to 94.9
Over 95
Outside Columbus

PERCENTAGES OF NEGROES IN THE PUBLIC ELEMENTARY SCHOOLS, COLUMBUS, OHIO, 1967-68

Figure 2


PER CENT NEGRO
Less than 1
1 to 4.9
5 to 24.9
25 to 49.9
50 to 74.9
75 to 94.9
Over 95
Senior High
Junior High
Outside Columbus

PERCENTAGES OF NEGROES IN THE PUBLIC JUNIOR AND SENIOR HIGH SCHOOLS, COLUMBUS, OHIO, 1967-68

Figure 3

as children in slum schools move through the grades is found in Columbus (see Table I). For example, children in Columbus schools with dense populations of low income families fall behind in reading skills by as much as 2-1/2 years by the time they get to grade nine. These problems must be dealt with decisively beyond the provision of compensatory programs. Neither Columbus nor the country can afford this continued loss of human talents.

One of the greatest professional challenges which faces teachers of children in any ghetto is the mobility of students. A significant proportion of students are likely to move outside the school boundaries and others move in weekly, and sometimes daily. In schools with high pupil turnover, many children never really get to know their peers, their teachers, or the school program. Teachers are faced with diagnosing levels of achievement for the newcomers, then they see students move away to other schools just at the point when they have begun to achieve. Such instability usually contributes to academic frustration for the children.

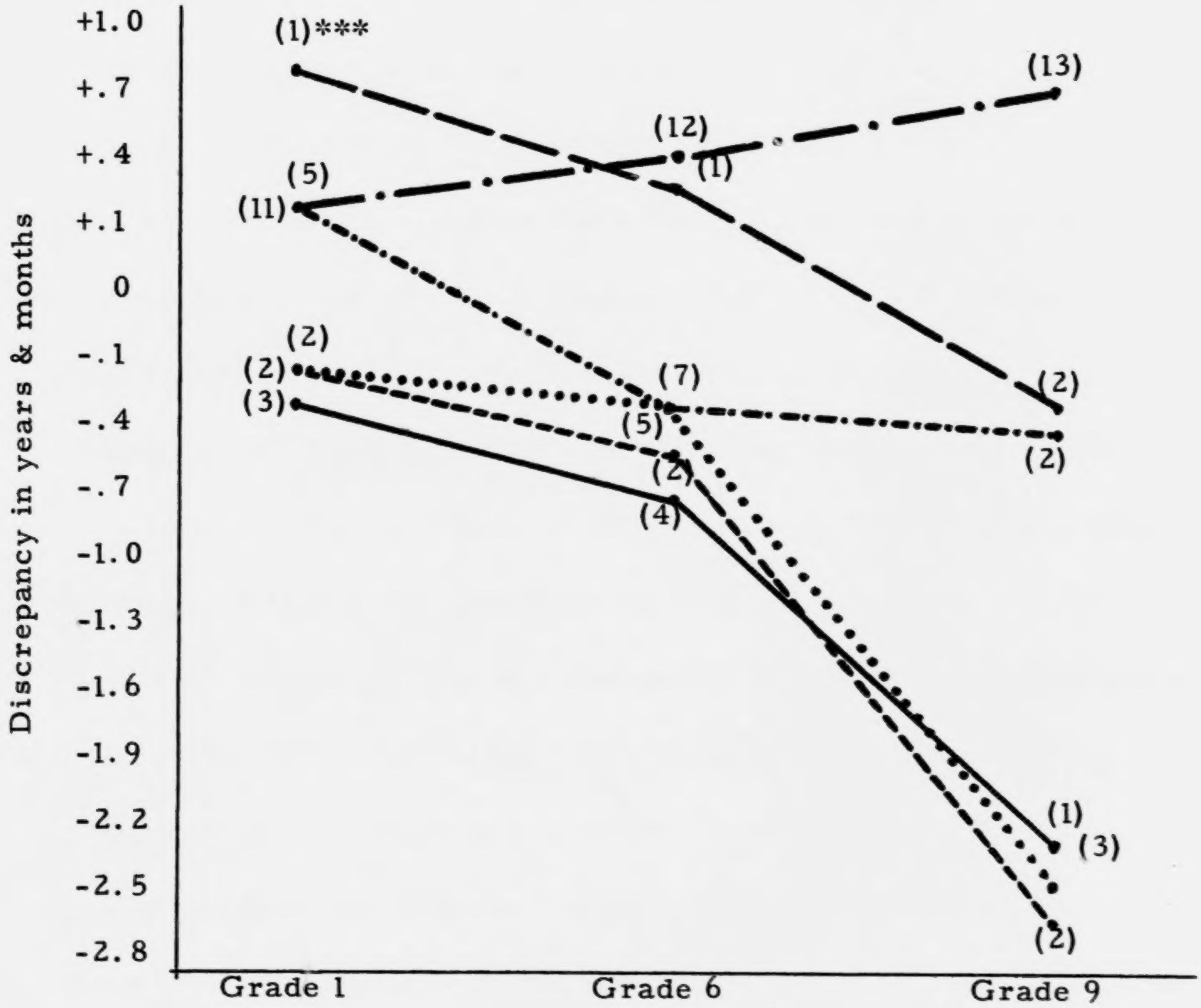
During the last school year (1966-67), 20 Columbus schools had a pupil turnover of one-half or more of their student body. In four of these schools the per cent of turnover was at least 75 per cent and in two schools turnover was greater than 100 per cent.

Designation of Priority Schools

The school system has developed a plan of assigning priorities among schools on the basis of need for special programs. Priorities

TABLE I

Grade Equivalent Discrepancies of Average Reading* Scores at Grades One, Six, and Nine by Priority Classification**



*Grade 1 - American School Reading Readiness Test, Form X, by Willis E. Pratt and George A. W. Stouffer, Jr., Bobbs-Merrill Co., Inc., 1964 Edition. Lee Clark Reading Readiness Test, Grades K-1, devised by J. Murray Lee and Willis W. Clark, California Test Bureau, 1962 Edition.

*Grade 6 - California Achievement Tests-Reading, Grades 4,5 & 6, Form X, devised by Ernest W. Tiegs and Willis W. Clark, California Test Bureau, 1957 Edition.

*Grade 9 - The Nelson Reading Test, Grades 3-9, Form A, by M.J. Nelson, Ph.D., Houghton Mifflin Company, 1962 Revised Edition.

**Priority 1 ————
Priority 2 - - - - - - - -
Priority 3 ··············
Priority 4 -·-·-·-·-·-
Priority 5 —— —— ——
Non-Priority —·—— ·——

***Number of Schools represented in the everage.

are established in order to make decisions about appropriating programs and services for compensatory education funded primarily by Title I of the Elementary and Secondary Education Act of 1965, which authorizes federal funds to bring better education to disadvantaged youth. Local school systems are determined eligible for Title I funds in accordance with the following criteria:

> 1. All school districts in which the total number of children aged 5 through 17 from families with an annual income of less than $2,000 represents at least 3 per cent of all children aged 5 through 17 in the district and totals not less than 10 are eligible to receive grants under Title I.
>
> 2. All districts containing 100 or more children aged 5 through 17 from families with an annual income of less than $2,000 are automatically eligible, regardless of the percentage of such children.[1]

A more definitive criterion suggests that programs will be conducted "in a limited number of eligible attendance areas and will provide relatively higher concentrations of services in the areas having the greatest incidence of poverty."[2]

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[1] Guidelines: Special Programs for Educationally Deprived Children, U.S. Office of Education Publication, OE-35079.

[2] ESEA Title I Program Guide #36, dated April 14,1967

The Columbus schools' priority system ranges from priority I to priority V. Highest ranking priority schools are eligible for a greater concentration of compensatory programs and services than schools ranked lower in priority. For example, Priority I schools are eligible for greater services than Priority II schools, and Priority II schools more than Priority III schools, and so on through Priority V. Programs and services provided to priority schools include such things as enrichment teachers, pre-kindergarten programs, and reading and math improvement.

Since these priority schools are required to be in areas with the greatest incidence of poverty, data were analyzed and reported throughout this study comparing priority to non-priority schools. Table II lists all schools by priority ranking and all non-priority schools; Figure 4 designates these same schools by their location in Columbus.

TABLE II

PRIORITY CLASSIFICATION OF COLUMBUS PUBLIC SCHOOLS*

Priority I	Priority II	Priority III	Priority IV	Priority V
Elementary	Elementary	Elementary	Elementary	Elementary
Clearbrook	Beatty Park	Alum Crest	Avondale	East Columbus
Douglas	Eleventh	Beck	Bellows	Fifth
Fair	Felton	Eastwood	Chicago	First
Garfield	Livingston	Franklinton	Dana	Heimandale
Main	Second	Fulton	Hamilton	Leonard
Milo	Sixth	Lincoln Park	Heyl	Ninth
Ohio	Weinland Park	Pilgrim	Highland	Thurber
Windsor		Reeb	Hubbard	
	Junior High	Siebert	Indianola	Junior High
Junior High		Trevitt	Kent	
	Everett		Lexington	Beery
Franklin	Mohawk	Junior High	Maryland Park	Roosevelt
Monroe			Michigan	
	Senior High	Champion	Stewart	Senior High
Senior High		Linmoor	Sullivant	
	Central	Starling		None
East	Linden-McKinley		Junior High	
	Mohawk	Senior High		
	South		Barrett	
		Marion-Franklin	Indianola	
		North		
		West	Senior High	
			None	

TABLEII (cont.)

Non-Priority Schools

Elementary

Alpine
Arlington Park
Barnett
Beaumont
Berwick
Binns
Brentnell
Broadleigh
Burroughs
Calumet
Cedarwood
Clarfield
Clinton
Colerain
Como
Courtright
Cranbrook
Crestview
Deshler
Devonshire
Duxberry Park
Eakin
Eastgate
Fairmoor
Fairwood
Forest Park
Fornof
Georgian Heights
Gladstone
Glenmont
Hudson
Huy
Indian Springs
James Road
Kenwood
Kingswood
Koebel
Leawood
Lindbergh
Linden
Maize
Marburn
Maybury
Medary
McGuffey
Moler
North Linden
Northridge
Northwood
Oakland Park
Oakmont
Olde Orchard
Parkmoor
Parsons
Pinecrest
Salem
Scioto Trail
Scottwood
Shady Lane
Sharon
Shepard
Smith
Southwood
Stockbridge
Valley Forge
Valleyview
Walford
Watkins
West Broad
Westgate
West Mound
Willis Park
Woodcrest

Junior High

Buckeye
Clinton
Crestview
Dominion
Eastmoor
Hilltonia
Johnson Park
Medina
McGuffey
Northland
Ridgeview
Sherwood
Wedgewood
Westmoor
Woodward
Yorktown

Senior High

Brookhaven
Eastmoor
Northland
Walnut Ridge
Whetstone

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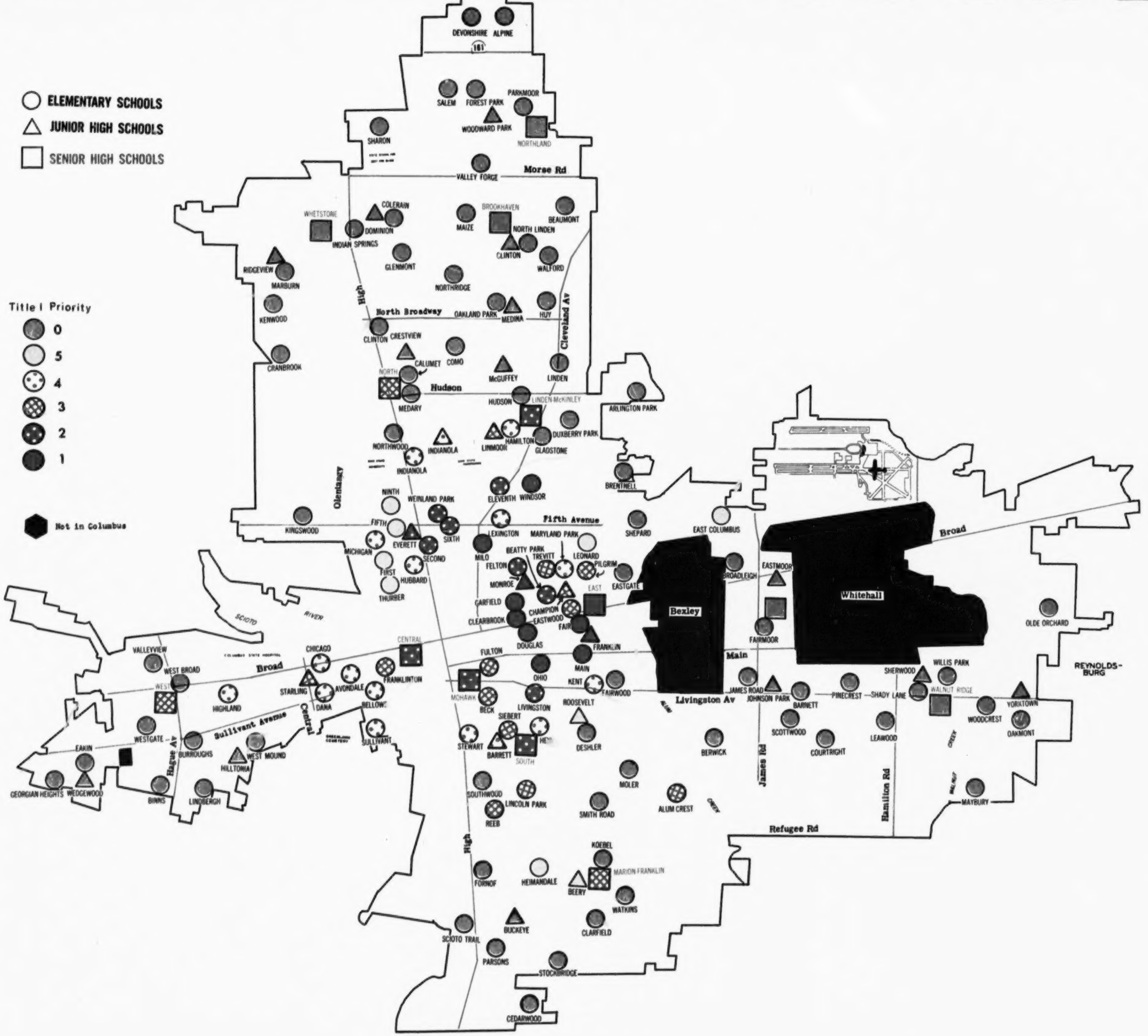
*The classification of schools by priority has been developed by the school system for the purpose of allocating compensatory programs and services funded under Title I of the Elementary and Secondary Education Act of 1965.


ELEMENTARY SCHOOLS
JUNIOR HIGH SCHOOLS
SENIOR HIGH SCHOOLS
Title I Priority
0
5
4
3
2
1
Not in Columbus
DEVONSHIRE
ALPINE
161
SALEM
FOREST PARK
PARKMOOR
WOODWARD PARK
NORTHLAND
SHARON
VALLEY FORGE
Morse Rd
WHETSTONE
COLERAIN
DOMINION
INDIAN SPRINGS
MAIZE
BROOKHAVEN
BEAUMONT
NORTH LINDEN
CLINTON
WALFORD
RIDGEVIEW
MARBURN
GLENMONT
NORTHRIDGE
KENWOOD
North Broadway
OAKLAND PARK
MEDINA
HUY
CLINTON
CRESTVIEW
High
Cleveland Av
CRANBROOK
NORTH
CALUMET
COMO
McGUFFEY
LINDEN
Hudson
MEDARY
HUDSON
LINDEN-McKINLEY
ARLINGTON PARK
DUXBERRY PARK
NORTHWOOD
INDIANOLA
LINMOOR
HAMILTON
GLADSTONE
INDIANOLA
Olentangy
BRENTNELL
NINTH
WEINLAND PARK
ELEVENTH
WINDSOR
KINGSWOOD
FIFTH
Fifth Avenue
SHEPARD
EAST COLUMBUS
MICHIGAN
EVERETT
SIXTH
LEXINGTON
MARYLAND PARK
SECOND
MILO
BEATTY PARK
TREVITT
LEONARD
PILGRIM
FIRST
FELTON
BROADLEIGH
EASTMOOR
HUBBARD
MONROE
EAST
EASTGATE
THURBER
GARFIELD
CHAMPION
Whitehall
Bexley
SCIOTO
RIVER
CLEARBROOK
EASTWOOD
FAIR
CENTRAL
FRANKLIN
FAIRMOOR
OLDE ORCHARD
VALLEYVIEW
CHICAGO
DOUGLAS
Main
Broad
WEST BROAD
Broad
FULTON
MAIN
OHIO
KENT
JAMES ROAD
SHERWOOD
WILLIS PARK
REYNOLDSBURG
STARLING
AVONDALE
FRANKLINTON
MOHAWK
FAIRWOOD
Livingston Av
JOHNSON PARK
PINECREST
SHADY LANE
WALNUT RIDGE
YORKTOWN
WEST
HIGHLAND
DANA
BELLOWS
BECK
LIVINGSTON
BARNETT
WOODCREST
SIEBERT
ROOSEVELT
Central
SULLIVANT
SCOTTWOOD
OAKMONT
EAKIN
WESTGATE
Sullivant Avenue
STEWART
BARRETT
DESHLER
BERWICK
COURTRIGHT
LEAWOOD
BURROUGHS
WEST MOUND
SOUTH
James Rd
Hamilton Rd
Hague Av
HILLTONIA
MOLER
ALUM CREST
GEORGIAN HEIGHTS
WEDGEWOOD
BINNS
LINDBERGH
SOUTHWOOD
LINCOLN PARK
SMITH ROAD
MAYBURY
REEB
Refugee Rd
KOEBEL
MARION-FRANKLIN
FORNOF
HEIMANDALE
BEERY
WATKINS
High
BUCKEYE
CLARFIELD
SCIOTO TRAIL
PARSONS
STOCKBRIDGE
CEDARWOOD

DESIGNATION OF PRIORITY SCHOOLS, COLUMBUS, 1968.

Figure 4

Views Which Citizens Have Toward the Schools

A significant part of the school context is how people feel about the schools. The Advisory Commission exerted great efforts to glean perceptions about the schools from (1) the citizens of Columbus, including parents, a large number of organizations, and leading citizens; (2) the mass media; (3) principals, assistant principals, and central office administrators; (4) teachers; and (5) pupils.

The way people perceive their schools may be inaccurate external measures; nevertheless, most people react toward the schools in accordance with the way they feel about them. If schools are to achieve excellence, such will be accomplished through the efforts of all citizens. A knowledge of how the schools are viewed is essential.

Community conferences were conducted in each of the thirteen high schools during the initial phase of the study. All citizens of Columbus were invited to attend the conferences and comment on their views about strengths and weaknesses of the schools. Approximately 3600 persons did attend these conferences. Many parents and school patrons spoke about various facets of the school programs, some expressing genuine praise and others expressing thoughtful and serious concerns about areas in need of improvement. There were some who expressed heated, even vicious feelings about topics pertaining to racial integration. A few directed attacks at various methods for effecting integration that have been tried in other cities. One such practice is busing from the inner to the outer city. Preoccupation by a few with ways for effecting integration may have distracted others from a more meaningful and thoughtful discussion about the needs and purposes for integration.

During the three months of study the Commission met with many groups. Members of these groups expressed varying levels of satisfaction and dissatisfaction with the schools and school policies. However, some persons spoke against the schools with vehemence and anguish. Some expressed certainty that the Board of Education is intent on stalling and prolonging racial and socioeconomic segregation in the schools. School Board members, administrators, and teachers, were accused of prejudice, lack of concern, and incompetence.

Polarization or extreme views on topics of race and equality of opportunity is present in Columbus, but fortunately these extreme views are held by only a small proportion of the population.

The Commission found from the results of interviews with a representative sample of Columbus citizens that 82 per cent believe that better racial relationships will, in the long run, come about if children of different races go to school together. Further, 84 per cent said that they would want their child to attend a school that was racially integrated. The voice of this large majority of Columbus citizens must be heard as Columbus moves forward. Extremism and polarization among large proportions of citizens can destroy a community. Such must not be the case in Columbus.

Columbus citizens think that the schools are doing a good job; only 8 per cent of those interviewed think the schools are doing a less than average job. Unfortunately our study discovered that most citizens are not well informed about the schools. A knowledge of the school programs could with constructive concerns and criticisms effect significant improvements-- both short and long range.

The teachers have positive feelings about the work of the Board of Education, about the faculty, about programs, and about the job their principals are doing. Likewise,principals and other administrative officers see the school system generally as an effective institution.

Pupils' attitudes toward the school were mixed with many complex factors accounting for variations in attitudes. Some of the more serious factors which account for negative attitudes toward the school are directly related to segregation and they demand correction.

Columbus, as a community and as a school system, has many positive features. Perhaps no city school system in the country the size of Columbus has a greater possibility of achieving national leadership, if serious problems are faced directly and resources from throughout the metropolitan area are directed toward solving the problem.

CHAPTER TWO

PROBLEMS AND RECOMMENDATIONS

Introduction

Statements of problems facing the Columbus Public Schools, study team recommendations in regard to those problems, and steps to be pursued in implementing the recommendations are presented in this chapter. The study team bases its definition of problems, its recommendations, and steps toward implementation on a wide range of information collected over the past ninety days. In most cases the information out of which problem definitions have emerged as well as the data upon which recommendations are formulated appear either in this chapter, in an appendix to this report, or in working papers prepared for the Commission by members of the study team.

No school system in America should apologize or be embarrassed by the fact that it has problems. We are in a period in our development as a nation when new large scale problems and issues are arising which affect directly all of our cherished institutions. We must find ways, often new ways, to deal with them. It is refreshing to know that the Columbus Public School System is concerned about its future and is seeking solutions to its problems. We have found a community ready and willing to do its part to spend more on schools and to go the extra mile to achieve top quality education for every youngster. The Board of Education and its administration have an unparalleled opportunity to step out and lead the community in the search for answers to the serious educational questions facing the community.

Sections which follow are devoted to problem areas. Several recommendations are clustered within each area. Recommendations in one problem sector have implications for those offered in other problem areas and where these relationships are important note is made of that fact.

Because the list of recommendations is extensive, the inference could be drawn that the schools are therefore bad. Such an inference would be unfortunate. The study team was requested, however, to focus primarily on limitations rather than strengths and thus its function was determined by its task. The posture of the study team throughout its work has been one of non-bias and neutrality. The same posture is retained in this report. The recommendations are offered to achieve short as well as long-range improvements, some of which are new. Where new goals are suggested, the school system has no record of experience to permit us to appraise their achievement. Where old objectives are not being achieved, this is noted. No effort has been expended in casting blame or identifying failure. The plight of today's institutions is largely a public deficiency rather than a weakness of individuals or groups.

One general finding is incontestable: everyone wants good schools. A second impression is that there is enormous variation in feeling about whether we have good schools or not and even greater difference about how to achieve improvements in the future. A general question of widespread community interest has been, "How well are the schools doing?" The answer to this question cannot be easily summarized. We believe that our entire report is addressed to this matter. A large institution is complex and has many components. To generalize about "good" and "bad" for a comprehensive school system is not possible. Data for comparison with other similar sized systems are not available except in the grossest of terms. The weight of our report is directed to ways and means of strengthening the system.

The view of the study team is an optimistic one. We believe that Columbus has the prospect of becoming an outstanding large city school system. The community has the fiscal resources and the leadership of business and industrial institutions, civil rights groups, local government, universities and colleges, and civic organizations and associations to support progress in achieving a superior educational program. We believe that the time and the climate are right for giant steps forward in the public education sector of this community.

I. AN URBAN EDUCATION COALITION

In preparing its report, the study team was impressed with the rich and extensive resources in the Columbus Metropolitan Area which can contribute to the development of outstanding educational programs. There are thousands of well-educated people here. There are large numbers of public-spirited organizations and associations. There are several institutions of higher education including vocational and technical education enterprises. There are museums, theaters, art centers, church programs, tutors, persons who offer private lessons in art, music, drama, dance, and a host of other educative resources.

There are many public school districts including Columbus in the metropolitan area. There is a large diocesan school system which offers educational opportunities to thousands of boys and girls. There are other private schools with programs designed to meet the needs of particular clienteles.

The Columbus metropolitan area has vigor--it is lively and growing. Business and industry, civil rights organizations, the professional communities, neighborhood groups, the many governmental units, social welfare agencies, religious institutions, service clubs, and the local media all possess great vitality. Similarly all of these groups have an important stake in Columbus and the metropolitan area.

The study team presents this report in the belief that the Columbus Public Schools can and should become a focal point for directing community interest and energy to educational improvement. No school system as large as Columbus can resolve its problems without assistance from the broader community. For this reason, we urge the Board of Education to assume leadership in the immediate development of an urban education coalition.

We envision this coalition as a loose alliance comprised of leaders from all sectors of human activity in the metropolitan area. Religious leaders, school superintendents, businessmen, civil rights organizers, service club representatives, government officials, and other citizens would be members of the group. The forming of this coalition would have impact beyond its immediate membership. The sense of personal commitment reflected in the creation of such a group would enhance public commitment to educational improvement throughout the metropolitan area.

The coalition would provide a leadership reservoir upon which school officials could draw for support of plans for educational progress. Initial activities of the group would be to clarify educational goals for the entire metropolitan community and to reflect upon the recommendations of the Advisory Commission in that context. The coalition might also be helpful to the Board of Education in establishing priorities and a more definite timetable for implementing recommendations in this report. Subsequently, the coalition could assist school officials with the identification and mobilization of human, physical, and fiscal resources. The general and continuing function of the coalition would be to seek out, release, and channel the problem-solving capability of the metropolitan community into areas of educational importance.

II. SCHOOL AND COMMUNITY UNDERSTANDING AND COOPERATION

The Need to Understand and Cooperate

Public controversy about the schools is relatively recent in Columbus, but it now is present not only in this city but in virtually every other large city in the nation and many small ones as well. Present conflict over schools grows out of several circumstances in Columbus and the country at large. One of these is the growing realization of the importance of public education in shaping the future of individuals and society as a whole. Another is part of the deepest conflict in American history, still unresolved, which has produced demands for equal opportunity through school integration and compensatory education.

The intensity of local disagreement about the schools on the part of some citizens was demonstrated clearly by comments made to the Commission at the community conferences held in the high schools in April. Letters and petitions received by the Commission since these conferences offer further evidence on this point. Moreover, review of local events over the past two years reflects public tension about school issues in Columbus.

Conflict cannot be smoothed over nor ignored. It is inevitable in a large city where individuals and groups of people of diverse backgrounds pursue a variety of occupations and styles of life and when they enjoy in differing measures the essential ingredients of a satisfactory life. When present issues become less controversial, others frequently take their place.

Against this background of urban conflict, however, there is a continuing need for cooperation among schools, parents, other citizens, and community organizations and agencies.

In one sense, the existence of high quality education depends upon the willingness of the public to provide moral and financial support for them. But necessary levels of cooperation go beyond public willingness to support tax levies.

Schools, of course, have the formal responsibility for educating American young people. As society has become more complex, public expectations for the level at which schools should fulfill this responsibility have become greater. Not only are schools expected to prepare growing numbers of young people for entry into advanced college programs or an increasingly technical job market, they simultaneously are being asked to redress the most severe social and economic problems of our era. While schools undoubtedly have responsibility for leadership and action in these areas, it is also true that they share their potential to educate students with parents, peers, and many other non-school groups and agencies. Successful educational responses to escalating societal demands depend, in large measure, upon finding ways to increase cooperation between schools, parents, and other social and educative agencies. Because social change is so rapid and so pervasive, this is a challenge which confronts virtually all school districts in our nation.

There are several purposes of school-community cooperation. One of these is to promote public understanding of school objectives and program strengths and weaknesses. A public which understands these matters can be counted upon to defend the schools from irresponsible charges and to support school officials in efforts to improve school programs. Conversely, attitudinal and financial support for the efforts of educators, no matter how fine these efforts may be, is jeopardized in situations where citizens do not understand the school program.

Another type of support which depends upon school-community cooperation is that which parents and local agencies provide for individual student needs. Educators are constantly mindful of the importance which home influences have upon the learning processes of children. For many children, the efforts of various social, medical, and welfare agencies supplement or even replace certain home influences. If parents and interested organizations and agencies are to contribute meaningfully to the education of youth, it is imperative that they understand the school program. Only in this way can they be certain that their efforts and those of the school complement one another effectively.

A third and related purpose of school-community cooperation is to expand the educational opportunities available to all children. Limitations of space, staff, and finance prevent the inclusion of many worthwhile experiences in the formal school curriculum. For example, it is not possible to have a farm or factory available for student inspection on most school sites. But it is possible for school officials to cooperate with community groups, agencies, or businesses to arrange for students to visit such places. Similarly, it is possible for school personnel to cooperate with local businessmen in providing educational work experiences for students on an out of school basis. As it becomes increasingly clear that education and schooling are not synonymous in a complex, technical world, the need for school leadership in arranging such cooperative experiences increases.

The fourth purpose of school-community cooperation is to promote responsiveness on the part of educators to community needs and interests. If a school program is to be effective, it must be designed and carried out with the special interests and problems of its clientele taken into consideration. School-community cooperation is achieved only when both the school and the community understand the particular problems and capabilities of each other and pattern their respective educational efforts on the basis of this understanding.

The development of the mutual understanding which characterizes meaningful school-community relationships depends upon effective communication. Virtually every citizen has an image of the school which influences his actions regarding it. This image is an aggregation of attitudes based upon many experiences including personal school careers, experiences and attitudes of children and friends, and messages received (formally or otherwise) from the schools. Teachers and administrators develop similar images of the communities in which they work. Communication in the school-community relationship is effective when (1) the images developed as a result of it are accurate and (2) it contributes to realizing the purposes discussed in the preceding paragraphs.

The concept of "feedback" is central to the development of effective communications. The images which persons develop are often inaccurate because the messages which they receive are incomplete, erroneous, or distorted. For example, children sometimes convey baseless rumors to their parents. Likewise, the statement of a teacher can be misunderstood by a parent, or a school principal can mistake dissident cries from a few individuals as being the voice of the total community. If mistakes such as these are to be avoided, opportunities for productive dialogue must be a part of the communication system. To put it another way, effective communications are two-way communications in which each party expresses himself openly and tries as hard to understand the other as he does to convince him.

Purposes and Methodology

In an effort to assess the nature of school-community relationships in Columbus, the study team sought answers to five questions:

1. How well informed are Columbus residents about their schools?

2. What are the attitudes of Columbus residents toward public education in Columbus?

3. How does the public learn about the schools?

4. How do school people learn about public interests? What are the opportunities for dialogue with the community?

5. What is the nature of communication and cooperation between the schools and other social and educative agencies?

Information to answer these questions came from several sources, including reports of the community conferences and meetings with interested community groups. Basic data about community attitudes and understandings were collected from a random cluster sample of Columbus households during the first two weeks of May. A total of 1152 interviews were completed by interviewers who were given special training and used a standardized questionnaire on which most items had been pre-tested. The number of completed interviews represents approximately 79 per cent of attempted interview contacts. A sufficient number of persons were interviewed to more than satisfy formal requirements of survey research.

The percentages of persons with specific characteristics who were included in the sample population are described in the table on the following page.

Table III

SURVEY OF HOUSEHOLDS IN COLUMBUS: DESCRIPTION OF 1152 RESPONDENTS

By Sex	%	By Race	%	By Highest Educational Level Attained	%	By Total Annual Family Income	%	By Occupation of Head of Household (U. S. Census Bureau Categories)	%
Female	59	White	79	8th grade & below	15	Below $3,000	14	Professional, technical, & kindred workers	12
Male	41	Non-white	21	Grades 9-11	19	$3,000-5,000	14	Managers, officials, and proprietors	7
				Grade 12	33	$5,000-7,000	18	Clerical, sales, and kindred workers	18
				Some college	22	$7,000-10,000	20	Craftsmen, foreman, and kindred workers	17
				College graduate	11	More than $10,000	21	Operators and kindred workers	19
						Not reported	13	Service workers including private household	15
								Laborers	3
								Not reported	10

Respondents were also categorized according to the elementary school attendance area in which they reside. The priority areas designated by the school system for eligibility to receive federally supported programs for disadvantaged children were the basis for this categorization. Priority I schools are those which have the most programs of this type. Priority V schools receive a relatively small amount of these compensatory programs. Most schools in the system (94) do not receive any such programs and we have categorized them non-priority. The percentage of respondents in our sample who reside in school attendance areas of each priority are as follows:

Per Cent of Respondents who Reside in Attendance Areas Served by Priority Schools

	Per Cent
Priority I	6
Priority II	4
Priority III	9
Priority IV	13
Priority V	3
Non-Priority	64

Although up-to-date census data were not available as a validity check upon the composition of the sample, distributions within the above categories do not appear to be inconsistent with estimates of expected frequencies. Nevertheless, it must be cautioned that any possible errors in the representativeness of the sample would have bearing upon conclusions drawn from this survey.

A second major source of information about school-community understandings was a series of case studies conducted in four junior high school communities selected to represent a range of socioeconomic and racial characteristics. In each of the communities studied, the school principal, assistant principal, guidance counselors, several teachers, and various community leaders were interviewed. In all, a total of 91 persons were interviewed for periods ranging from 45 minutes to 2-1/2 hours in this phase of the study. Interviews with principals from a number of other schools supplemented these data.

Information about school relationships with other agencies was obtained from the above interviews and interviews with five high school principals and 11 high school counselors, selected central office administrators, 10 visiting teachers employed by the Columbus Public Schools, and representatives of the Columbus Police Department, Recreation Department, and the Ohio State Employment Service. Questionnaire responses were also received from 37 visiting teachers and representatives of 40 social welfare agencies.

Findings and Analyses

How well informed are Columbus citizens about their schools?

The sample survey of households included several questions to gauge the level of understanding of citizens about system-wide practices in the Columbus Public Schools. Respondents were asked to name the Superintendent and one or more members of the Board of Education and to estimate the level of expenditure per pupil in the system and the beginning and maximum salaries paid to teachers.

The general finding was that citizens are not well-informed about school affairs. For example, 52 per cent of those interviewed could not identify the Superintendent of Schools and 86 per cent of the respondents were unable to name a single Board of Education member. Moreover, 64 per cent of the persons in the sample did not know that the Board is elected, and 83 per cent of those interviewed erroneously stated that Board members are paid for their services.

Interviewees were no better informed about school district finances. Only 17 per cent of the respondents could estimate the maximum teacher's salary within a range of $500 and almost 70 per cent of them estimated per pupil expenditures at a level more than $100 removed from the actual figure of $509. Respondents tended to underestimate teachers' salaries (more than 50 per cent gave a low estimate of beginning salaries and 82 per cent underestimated the maximum salary level), but they overestimated per pupil expenditures (58 per cent said per pupil costs are more than $530 per year). As background for answering the questions about per pupil cost, respondents were told that this figure ranged from $200 to $1200 in school districts across the nation. Their tendency toward overestimation suggests that Columbus residents have an unwarranted pride about the expenditure level of their school system in comparison to others.

As might be expected from the results of similar surveys, socioeconomic characteristics of income, education, and occupation were related to knowledge about the schools. In general, persons with higher incomes, more education and middle-class occupations (professional, managerial, and clerical) tended to be more knowledgeable than others. Relationships with residents in priority areas were less consistent but interesting for that reason. For example, only 27 per cent of Priority I and II respondents knew that Board of Education members are elected whereas 40 per cent of non-priority residents knew this fact. However, the finding that 13 per cent of Priority I and II residents could name a Board of Education member (compared with 15 per cent of non-priority residents) suggests that the amount of concern for day to day school affairs may be essentially the same in both areas.

Respondents were asked one question about their understanding of school matters which while relevant to Columbus can also be considered in a broader context. The special problems of educating inner city children has been given considerable attention in recent years by the national media as well as by professional publications and local school officials. Thus it is somewhat surprising to find that only 57 per cent of the respondents indicated that such problems exist. It also is interesting to note that while income and education showed a strong positive relationship to the acknowledgment of these problems, no difference was found in the perceptions of Priority I and II residents and those of non-priority residents. At the same time Priority III, IV, and V residents were much less aware of these problems (48 per cent said there are no special problems) than either of the other groups. One interpretation of this finding would suggest that the greater efforts by the school system to deal with these problems in Priority I and II areas has compensated for the lack of formal education about them and made residents more knowledgeable than those in areas where the schools have directed less resources.

What are the attitudes of Columbus residents toward public education in Columbus?

Respondents in the household survey were asked several questions about their opinions regarding the Columbus Public Schools. At the outset of the interview each person was asked a general question about "the job which the Columbus Public Schools are doing." Responses to this question were distributed as follows:

	Per Cent
Outstanding	10
Above average	25
Average	56
Below average	5
Poor	3

The general public image of the school system is clearly a good one and school people can be proud of it. This image takes on added luster when the responses to a set of questions asked only of parents who have children in school are noted. Asked to think only of their youngest child in the system for the purpose of answering these questions, most parents believe that:

> they receive satisfactory information about their child's progress at school (77 per cent)

their child's teacher is doing an average or better (50 per cent above average, 43 per cent average) job

their child's teacher is qualified to help their child learn (95 per cent)

their child's teacher cares that he learn (91 per cent)

their child's teacher can get along with students (95 per cent)

their child's principal is doing an average or better job (57 per cent above average, 36 per cent average)

teachers and administrators are receptive to efforts to ask and comment about their child's progress at school (94 per cent)

Within these generally positive findings, however, there is some important evidence of lesser satisfaction among some groups. For example, Negroes, persons with less than a high school education, and persons who live in the priority areas designated by the school system were more likely to respond "average" or "satisfied" rather than "above average" or "very satisfied." More important, several persons within these groups rendered some negative answers. For example, 12 per cent of persons who reside in the priority areas said that they doubt that teachers really care about their children (although they tend to see those same teachers as being better qualified than parents in non-priority areas do their teachers).

When citizens were asked about the job which the schools are doing in more specific program terms, their response was less favorable than it was to the general question. For example, only 63 per cent of those interviewed said that the schools were doing a good job of preparing students who will go directly to work after graduation. Similarly, only 70 per cent agreed that students going to college are well-prepared. With regard to the latter question, significant differences of opinion were apparent among the priority regions (only 55 per cent of persons in Priority I and II areas expressed satisfaction in comparison to 76 per cent in non-priority areas). In response to another question related to school programs, 44 per cent of respondents expressed the belief that the schools do not offer the same quality of education to children in all parts of the city. This view was particularly strong among people with at least some college education (57 per cent), and those who live in Priority I and II areas (67 per cent).

Persons who observed that there are special problems in educating inner city children were asked if the schools should make special efforts to deal with these problems. The response to this question was yes in 92 per cent of the cases. The extent of agreement on this point is particularly striking in view of the fact that non-school factors (e.g. home and neighborhood influences) were frequently identified by respondents as the source of these problems. Thus there is support for the view that people in Columbus as elsewhere endorse the responsibility of schools to respond to the problems in our cities.

Respondents who indicated that such problems exist were also asked how well they believe the schools are presently dealing with the special problems of inner-city children. More than 25 per cent of them said, "not too well" (18 per cent) or "not well at all" (8 per cent). Among respondents who live in priority areas, 33 per cent said the schools are not doing well with these problems.

In general, people expressed satisfaction with the Columbus Board of Education. However, more persons agreed that members of the Board are qualified to do their jobs (89 per cent) than believe they are making an all-out effort (79 per cent) or concerned about the views of the public (80 per cent). People who reside in priority areas tended to express less satisfaction with the Board of Education.

Two questions were asked to assess the attitudes of citizens about the importance and desirability of providing integrated educational experiences. The first question asked was "If children of different races went to school together, do you feel this would lead to better racial relationships in the long run?" Approximately 51 per cent of the respondents answered "Definitely would," 31 per cent said "Probably would," 9 per cent said "Probably would not," and 9 per cent said "Definitely would not." Negroes, persons who live in priority neighborhoods and persons with higher levels of education were particularly inclined to think such associations would be beneficial.

Interviewees also were asked to assume they had children in school and to indicate the percentage of children which they would want to be white in that school. The choices and percentages of respondents selecting each alternative were: less than 10 per cent (2 per cent); 10 to 24 per cent (2 per cent); 25 to 49 per cent (4 per cent); 50 to 74 per cent (61 per cent);

75 to 90 per cent (17 per cent); and more than 90 per cent (14 per cent). Negroes, persons who live in priority areas, and persons with higher levels of education were especially likely to choose integrated school settings.

Seemingly contrary views were expressed about the level of expenditure in the school system. On the one hand, 60 per cent (54 per cent in priority areas and 64 per cent in non-priority areas) of the respondents indicated that they believe enough money is being spent in the Columbus Public Schools. On the other hand 70 per cent (76 per cent in priority areas and 67 per cent in non-priority areas) stated that they would support a tax increase to improve and expand the school program. Clearly many people who expressed satisfaction with present expenditure levels also would support a tax increase. This overlap probably reflects the general lack of knowledge about actual school expenditures and beliefs that (1) the school system has used its money wisely in the past and (2) education is an important investment for the future.

Analysis of the attitudes which Columbus residents expressed about their schools suggests several generalizations. First, it is clear that many of these attitudes have shallow basis in actual facts. Most people have opinions about members of the Board of Education, for example, without knowing who they are or how they achieved their positions. The same condition obviously pertains to attitudes about school finances. The importance of these and other attitudes cannot be discounted,however. Public action is the result of public attitudes,not facts. Facts are important, however, because they can be used to shape attitudes. Despite the generally favorable attitudes of people in Columbus toward their schools, it would appear that there are matters about which these attitudes might be improved if the facts were better understood. Perhaps the best example of this is in the data about support for special inner-city programs. While 92 per cent of persons who recognized the existence of inner-city educational problems acknowledged the need to deal specifically with them, 43 per cent of the respondents were unaware that such problems exist.

A second important generalization about public attitudes toward the Columbus schools is that people are generally supportive of their schools. Teachers, administrators, and board members are all regarded with esteem and most persons spoke favorably when asked about particular programs.

It would be an error, however, to assess the supportive attitude of Columbus residents as one of complacent satisfaction. As noted previously, many respondents indicated their belief that the Columbus Public Schools could do better in several areas. Because schools are public institutions which exist to serve all persons to the fullest extent possible, they must not be content with pleasing the majority while discounting the concerns of other citizens. While some citizens in all parts of town indicated negative attitudes toward various aspects of the school program, unhappiness was indicated most consistently by residents of priority school neighborhoods.

Finally, and most important, the attitudes of citizens reflected willingness and interest to change and improve school programs. This attitude was measured most directly in the question reported above about willingness to support a tax levy. The fact that 70 per cent of the respondents answered "yes" to this question suggests both a desire to improve programs and respect for the leadership of school officials in recommending and implementing change.

How does the public learn about the schools?

One question in the household survey asked citizens to indicate their best way of finding out about the schools. Possible answers and the percentages of individuals who gave each of them were as follows:

	Per Cent
Radio	2
Television	7
Newspapers	13
Children in school	39
Friends, relatives, and neighbors	15
Information from the schools	18
Other	6

There was little variation in these responses according to income, education, race, or priority level. As might be expected, however, having children in school did influence answers to this question. More than 50 per cent of parents indicated that most of their information comes from children. The second most frequent response (24 per cent) from parents was information from the schools, followed by newspapers (5 per cent) and talking with friends (5 per cent). The responses of non-parents indicated that they depend on a much greater variety of sources for their primary information about the schools. Interestingly, the largest percentage of them (26 per cent) also see children in school as their primary information sources. Next in order are friends, relatives, and neighbors (20 per cent), newspapers (17 per cent), information from the school (14 per cent), and television (10 per cent).

On the assumption that face to face contacts with school personnel are an important means of communication, all respondents were asked how many times they had talked to teachers, custodians, principals, or assistant principals, secretaries, or guidance counselors since January 1. Respondents were most likely to have spoken to teachers, and only 42 per cent of the total sample indicated one or more contacts with a teacher since January 1. Those persons most likely to have contacts with school employees were parents and individuals who have attended college, have higher incomes, and live in non-priority areas. Most parents (62 per cent) have spoken to the teacher of their child at least once since January 1, and 42 per cent have spoken to the principal or assistant principals. These figures compare favorably with those from a recent survey in Cincinnati which indicated that 54 per cent of parents have spoken to their child's teacher and 33 per cent have talked to the principal or the assistant principal.

Many educators believe that the PTA serves as a bridge between the home and the school. When asked how well they think the PTA serves this purpose in their school, 35 per cent of the parents said "very well," 40 per cent said "fairly well," and the remainder said "not too well" or "not well at all." Interestingly, there is significantly less satisfaction with the PTA among parents who have attended college.

Additional insights about the ways in which the public learns about school affairs at the neighborhood level were provided by the case studies done in four junior high schools and their surrounding neighborhoods. Informal communications, community meetings, personal communications from teachers and administrators, visits to schools, school publications, and local neighborhood publications are useful means of communication at this level.

Most community representatives interviewed during the course of these case studies indicated that informal conversations with children, friends, and neighbors are their major source of school-related information. Unfortunately, the accuracy of such informal reports often falls short of perfection. Administrators at three of the four schools reported that dealing with false rumors in the community was a serious problem for them.

In one school area which was studied, informal conversations with teachers appeared to be an important source of community information about schools. For other schools where fewer teachers reside in the neighborhood, it appears that the employment of local non-professionals is a useful means of increasing the accuracy of community information. The inner-city school which was visited employs such persons as teacher aides to help with supervision in the halls, cafeteria, and sometimes in the classroom. Teachers and administrators commented that these non-professionals were helpful in checking rumors outside of school. Non-professionals were also credited with helping school people to understand the nature of the community in which they work.

Community meetings are another important source of public information about schools and provide the basis for many informal out-of-school discussions. Examples of such meetings are those held by the PTA and the group sessions at which counselors meet with parents of incoming 6th graders every spring. Other meetings at which schools are an important topic of conversation are not school sponsored. For example, local service clubs, neighborhood clubs, and other groups often discuss school matters. While these groups can be and often are very supportive of the schools, they also can provide a rallying point for opposition to the school when communications break down. For example, one community in which persons were interviewed appears to contain several groups which are not in agreement with local school people about the responsibility for existing problems at school or about what should be done regarding these problems. Interviewees from both the school and the community expressed bewilderment about why "the others" do not understand their position. The point to be made is that communication between school and community has broken down in at least one area, and the group structure in this community has become a vehicle for intensifying this cleavage.

Individual communications from teachers and administrators are an important means of communicating with parents. Teachers sometimes telephone the parents of students who are discipline problems, who are absent, or who are falling behind in their academic work. Relatively few teachers, however, indicated that they call parents to encourage students or commend them for strong performances. When principals or assistant principals call parents, this too is usually for the purpose of discussing problems.

Several faculty members attributed a major share of the responsibility for home-school communication problems to parents. They indicated that they were available for conferences if parents wanted them, but that most parents were not sufficiently interested or unable to find the time to come to school unless their child had a serious learning or adjustment problem.

A fourth way the public learns about the schools is to visit them. To see the condition of the building or the exhibits on the bulletin boards, to watch children pass to classes in the corridors, or to listen to a concert is to learn about and form an image of the school. Many activities such as annual open house, PTA meetings, athletic events, concerts, carnivals, and recognition assemblies bring parents to schools as visitors in the schools which were studied. Citizens also come to schools for individual conferences about their children, to help a teacher or class as a resource person, and to chaperone dances and social events. Some schools have more success than others in involving parents in such activities. In general, middle class communities in which parents have a history of success experiences in school themselves tend to be more supportive than less established neighborhoods.

Schools in Columbus vary widely in the extent to which facilities are used for after school purposes. Many principals reported that their buildings are used by more than 200 after school groups during the year. Many other principals reported that their building was used fewer than 50 times during the year for athletic events, concerts, PTA meetings, recreation department activities, meetings of church groups or other activities. High schools in priority areas reported more such usages than those in non-priority areas, but this pattern is reversed for junior high schools and elementary schools.

Citizens also learn about the schools from school publications. The school publication which is probably the best known and most important in the local community is the report card. In Columbus report cards are issued every six weeks and present an impersonal summary of student performance. Other school publications include various instruction sheets, newsletters sent out by the principal or the PTA, announcements of coming events, and student newspapers.

Homework assignments given to their children are still another means by which parents learn about schools. The books children bring home to read and the nature of the topics on which they are asked to report contribute to the image which parents form of the school.

As reflected in the household survey, citizens also learn about the schools through the news media. While this means is particularly important for citizens who do not have children in school, some parents also reported that it is useful to them. Community representatives who were interviewed in each of the neighborhoods indicated that they read neighborhood as well as city-wide newspapers. Some of the principals who were interviewed said they supply information to these newspapers, and in at least one school, a teacher is assigned the extra duty of writing periodic columns for the neighborhood paper.

How do school people learn about public interests?
What are the opportunities for dialogue with the community?

Information to answer these questions came primarily from interviews with principals. Because communication is a two-way process, most of the ways which school people learn about public interests were enumerated in the preceding section. Meetings and conferences which are informative for parents also provide an opportunity for school people to learn. Some teachers live in the community in which they teach, some faculty members visit parents in their homes, and some work after school hours in the community.

Parents and other citizens sometimes call or visit the school to make their interests known. In communities where personal contacts of faculty members with citizens are relatively infrequent and non-representative of the community, associations with teacher aides and other non-professional employees are frequently an important source of information about community interests.

Administrators who were interviewed agreed upon the need to know about community problems and attitudes regarding the schools and to have a way of getting accurate information to the community on an informal basis. Most administrators have identified some key neighborhood leaders with whom they are in frequent contact for these purposes. Businessmen, ministers, and PTA officers were frequently named as persons who are relied upon as contacts with the community. These associations are better developed and more useful to both school and community people in some communities than they are in others.

The PTA has traditionally been seen as an important means of promoting dialogue between the home and the schools. The four case studies supplemented the household survey by indicating that this role of the PTA may need reassessment. One school in which people were interviewed reportedly has hundreds of people in attendance at many PTA meetings. There, programs are well-received but usually consist of listening to prepared presentations. At some of the other schools, however, it is not unusual for the number of teachers present at meetings (sometimes because they are required to attend) to exceed the number of parents. In short, there is some evidence that the PTA as presently constituted, in at least some schools, has limited usefulness as a means of facilitating an exchange of views among parents and teachers.

One way to supplement efforts to carry on dialogue with the community through the PTA is to work with neighborhood groups and community councils. Some of these groups are well organized and sometimes have resources which can be directed to improving educational opportunity in the broad community context. Additionally, they often have the advantage of relatively good access and ready communication with many of the citizens which schools find most difficult to reach. Precisely because such groups are not seen as part of the school hierarchy (as the PTA often is), they enjoy credibility with individuals who may be alienated, suspicious, or otherwise hesitant to become involved with the schools. Paradoxically, these persons with whom schools find it most difficult to communicate directly are often among those in greatest need of educational benefits.

In many instances, working with community organizations requires a posture somewhat different from that assumed by many educators in working with the PTA. Leaders of these groups feel an obligation to represent and make clear the interests of their constituents in addition to conveying or supporting the views of others to these constituents. The potential inherent in dialogue with such persons is that worthwhile new programs which respond to local concerns can be conceived while, simultaneously, useful modifications are suggested and support is won for existing ones. This does not mean that educators should abdicate all professional judgment and responsibility to individuals who can marshall community support, but that they must demonstrate understanding and responsiveness to legitimate community concerns.

What is the nature of communication and cooperation between the schools and other social and educative agencies?

The nature and extent of communication and cooperation of the school system with the police department, the Columbus Department of Recreation, the Ohio State Employment Service and social welfare agencies in the city was studied by interviewing representatives of these agencies and appropriate school officials and by reviewing questionnaires completed by representatives of social welfare agencies.

Relationships between the school system and the police department involve (1) handling trouble of a criminal nature if it arises at a school, (2) providing representatives of the police department to speak at high school career days and (3) helping with surveillance, if needed, at athletic events and other activities where large numbers of people may be present. Nearly all such contacts are made through the office of the building principals or vice-principals, and they vary in frequency among the respective schools.

Most interaction between the school system and Department of Recreation takes place at the central office level of the school system and involves the planning and location of school park sites, the exchange of recreational facilities, and the rental of school facilities for after-school programs sponsored by the recreation department. As of May 20, 1968, the department indicated it was using seven elementary schools for after-school recreation centers, ten junior high school gyms for adult basketball programs (in season), and 25 elementary school multi-purpose rooms to operate Boys Recreation Clubs on Saturday mornings during January, February, and March.

The most common bases for interaction between the schools and the Ohio State Employment Service (O.S.E.S.) consist of the services provides O.S.E.S., usually through its subsidiary the Vocational Planning Center (V.P.C.). These include administration of the General Aptitude Test Battery, sending speakers to schools to discuss career problems, and receiving referrals from the schools of individuals seeking full or part-time work. V.P.C. also functions as a coordinating agency between the schools and the Neighborhood Youth Corps (N.Y.C.) and the Job Corps.

Contacts between the schools and the O.S.E.S. vary with the proportion of students in a particular high school who are not college-bound. An exception is Central High School where teachers work directly with

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prospective employers. One school guidance counselor indicated that her contacts with O.S.E.S. number only one or two per year, whereas at schools where students are less-often college-bound, there reportedly is constant communication (usually by telephone) between counselors and V.P.C. staff members. While most parties expressed satisfaction with these relationships, some counselors stated the belief that students themselves should carry the burden of making job contacts, application, etc., and others criticized what they consider the over-reliance of employment services on test results. In summary, it appears that (1) O.S.E.S. provides training programs and vocationally-oriented counseling which are effective supplements to school programs and (2) some schools and counselors work much more closely with O.S.E.S. than others.

The Columbus Public Schools rely heavily upon visiting teachers to coordinate services with social welfare agencies. School system guidelines for visiting teachers indicate that the visiting teacher

> ...renders service as the liaison person between home, the school, and the community... The visiting teacher has the knowledge of and appropriately uses the available community resources. The visiting teacher having such knowledge can be of invaluable assistance to other school personnel in making proper referrals to agencies.

While it is likely that other persons in the school system share in relationships with non-school agencies, the foregoing statement indicates that visiting teachers have major responsibility in this regard. For this reason, the activities of the visiting teacher were used as a focal point for assessing school relationships with social welfare agencies.

The philosophy of the Columbus Public Schools Pupil Personnel Department is set forth in the following statement which appears in the Handbook for Visiting Teachers:

> In many instances, the visiting teacher finds that the family as a whole needs help and guidance from one of the many social agencies provided by the city. He can and does refer these families to the proper division for aid. Because of broken homes, divided families, illness or death of one of the parents, or lack of sufficient income, he finds countless cases of children trying to assume responsibilities under which an adult could not bear up. In these instances, he becomes the child's friend and advisor in helping to lessen these problems.

This statement suggests that the philosophy of the department is treatment-oriented and that the responsibility of the visiting teacher is to attempt to deal with the basic causes of student adjustment problems by working with students, their families, and appropriate agencies.

While some efforts have been made to carry out a treatment orientation (e.g., a preventive program for potential dropouts), there are strong indications that the large majority of work done by visiting teachers is directed to enforcing the compulsory education and child labor laws. Visiting teachers who were interviewed indicated that at least 80 per cent of their time was spent on attendance problems. One person stated that if cases were referred on the basis listed above in addition to enforcing attendance requirements, she never would be able to finish her work.

A directive to building principals from the department of pupil personnel instructs them to exhaust building level attempts to solve adjustment problems before referring cases to visiting teachers. While this is understandable as a means of conserving visiting teachers' time, it perhaps does not result in detecting basic home problems at a date sufficiently early to begin meaningful treatment. Moreover, the responses to the questionnaire completed by visiting teachers suggest that policies and guidelines for dealing with student adjustment problems at the building level may be unclear and that actual practices for dealing with such problems probably vary from school to school. Responses to questionnaires by principals indicate that some of them often see absence from school, personal adjustment, and discipline as the same problem. In this regard, a 1958 document entitled "Tentative Suggestions for Dealing with Discipline Problems" was explained by an administrator as still being tentative but probably in use by most principals.

Most principals and visiting teachers described their working relationships as satisfactory or very satisfactory, and visiting teachers believe that principals use their services effectively "usually" (43 per cent) or "most of the time" (57 per cent). Most visiting teachers (70 per cent), however, do not believe they have the necessary time to do a thorough job in helping to resolve student adjustment problems. Several visiting teachers (14) indicated a desire to be located in regional centers to cut down on travel time and increase their availability to clients.

The workload of visiting teachers is an extremely heavy one. The 1967 annual report of the pupil services division reported 152,394 contacts by visiting teachers which is an average of 3810 per person during the regular school year. The extent of this load suggests that, under existing procedures, visiting teachers lack the time required to work productively with other agencies on individual adjustment problems. Complicating this problem is the fact that several teachers reported that it is often difficult to make contacts with appropriate persons in other agencies. Nevertheless, all but three per cent of the respondents to the visiting teacher questionnaire agree that working relationships with other agencies are satisfactory (86 per cent) or very satisfactory (14 per cent). Agencies with which cooperation is most frequent are the Child Welfare Board, Juvenile Court, Family and Children's Bureau, Children's Hospital, and the Welfare Department. (Approximately 50 per cent or more of visiting teachers who responded to the questionnaire mentioned these agencies as ones with which they frequently work.)

These and other agencies (a total of 112) were sent a questionnaire asking them about their working relationships with the school system. Of the 40 agencies which responded, 16 of them said they had planned services and/or programs for children with adjustment problems, health problems, or other disadvantages with the Columbus Schools during the past two years. Of these agencies, nine reported that this relationship was satisfactory or very satisfactory. Ten of these agencies reported communicating suggestions to the schools which they believed would improve services to students. Five of these indicated that the school system was not receptive to their idea, three said the system was partially receptive, one found them entirely receptive, and the idea of one agency is reportedly still pending. It must be emphasized that responses to these questionnaires were limited and that agencies which do not work with the school system would be most likely not to respond. However, indications seem to be that relatively few agencies plan cooperatively with the schools, but most of those which do are satisfied with their relationship.

Recommendation:

It is recommended that the Columbus Public Schools take steps at the central office, sub-district, and building levels to increase public understandings regarding school system operations and programs.

Implementation:

(1) The school system instituted a program of neighborhood seminars in 1963. Based upon comments about the success of these meetings, it would be useful for the school system to repeat the neighborhood seminar program.

(2) At one time, school officials appeared regularly on a television program and responded to questions submitted by the public. The renewal of this or a similar program is suggested. Consideration also should be given to televising some Board of Education meetings.

(3) The central office and/or sub-district administration should offer assistance to principals on a regular basis in utilizing the media, developing community-related projects, and employing community resources advantageously. Promising practices now in use in various schools could be made available to all principals for their review and possible adoption.

(4) An annual report from principals of steps taken to maintain and improve school-community understanding would provide a pool of ideas which might be useful to other administrators and serve as a means of evaluating effectiveness of the principals in working with the community.

Recommendation:

School-community relations could be improved by providing additional means of establishing dialogue and face to face contact among school people and citizens at the school building level.

Implementation:

(1) The school system has a history of parent-teacher conferences and home visitations. These efforts should be continued and expanded. Situations in which parents can discuss the school program in relation to their own children with teachers is an important means of promoting mutual

understanding. Other efforts to bring parents to schools including open-houses and extra curricular events should be encouraged and well-publicized.

(2) The potential for productive dialogue with neighborhood organizations and groups should be acknowledged and efforts increased to develop working relationships with such groups--those who are friendly toward the school as well as critics. Concern for the school program is a characteristic which school people share with groups who express negative views about the schools. Working with these people can help to correct erroneous images which they may have of the schools and may also produce suggestions for constructive modifications in the school program.

(3) Community disputes centering around the schools will not be allowed to smolder. It is recommended that school-community disputes which become extremely agitated at the building level be submitted to the appropriate sub-district assessment committee (or a sub-group thereof) through the regional executives, for mediation. Grievances which could not be mediated at this level could be appealed to the Board of Education. Until sub-district assessment committees are created, it is suggested that building principals and aggrieved parties invite a neutral third party to chair a meeting at which concerns can be discussed openly and perhaps mediated. If mediation is not successful at this level, appeal could be made to the Board of Education.

(4) It is recommended that the Board of Education authorize a series of weekend workshops on the topic of school-community tensions at the school building level. Intergroup relations is presently a problem at the local school level in some areas of the city. School-community understanding and mutual support could be enhanced appreciably in these communities if school and community leaders were brought together for an extended period of time to share concerns and opinions and to discuss strategies for improving school programs and community relationships at the local level. To this end, groups of fifteen to twenty people representing a given school community should participate in weekend retreats. Participants would include administrators and faculty members, one or two PTA members, and parent and community leaders who have grave concerns about the school program. A person from outside the community and the school system would convene and chair sessions at the retreat. The agenda would be unstructured and emphasis would be placed upon speaking frankly and listening carefully to one another.

(5) Efforts should be made to secure funds to establish community school programs in which school facilities are used extensively during non-school hours for programs of recreation, community development and self-improvement activities, and for credit and non-credit courses for children, youth, and adults. These programs planned in conjunction with

other agencies should be established primarily in priority school areas.

Health, legal, social service, anti-poverty and employment agencies should also be encouraged to participate in the community school program for the purpose of developing multiphasic community guidance centers. Specialists would guide community people of all ages in the acquisition of services for whatever needs they may express. While these centers should be related to the school system through the community school program, they need not be financed or entirely governed by the school system.

Recommendation:

School cooperation with other social and educative agencies should be extended for purposes of mutually supportive planning.

Implementation:

(1) Local school administrators should meet regularly with representatives of other agencies which function in their respective school areas to develop plans for coordinated and effective efforts in dealing with general community problems and in implementing services for individual residents. Establishment of the Councils of Neighborhood Agencies recommended in another section of this report will serve this purpose.

(2) The troubled nature of our cities suggests the desirability of periodic meetings between school officials and representatives of the Department of Public Safety to clarify working relationships and to review ways in which they can be mutually supportive.

Recommendation:

Policies and procedures for coordinating the services of schools and other social and educative agencies for assistance to individual students should be refined to place additional emphasis on dealing with the causes of adjustment problems.

Implementation:

(1) A panel of visiting teachers, teachers, principals, counselors, and students should be formed to review the present approach and resources for dealing with student adjustment problems. Agency case workers, sociologists, psychologists, psychiatrists and parents also should participate in this analysis.

(2) The role of visiting teachers should be redefined to emphasize problem solving in cooperation with principals and teachers. Visiting teachers should be reassigned to the building and/or sub-district level where they should have office space available for conferences and case development and where they will be more apt to become involved in the life of the community which they serve. Case loads should be reduced substantially by assigning responsibilities for monitoring most attendance problems to para-professional personnel.

(3) Efforts should be made to broaden the inter-agency acquaintances of visiting teachers by assigning each of them to visit particular agencies and to report to other staff members on services available through these agencies. In some instances, it would be useful for visiting teachers

to meet as a group with staff member of agencies where communication barriers seemingly exist.

Recommendation:

Parents and citizens must recognize their responsibilities to contribute to school-community understandings and act to fulfill that responsibility.

Implementation:

(1) Parents and citizens should help inform themselves about school programs by keeping up with news about the schools, reading materials sent home by the school system, visiting schools, and attending school functions.

(2) Questions or concerns about the teaching or treatment of children or the operation of programs should be directed to teachers, counselors, or principals.

(3) Parents should work cooperatively with the teachers of their children to provide educational experiences which are appropriate. Periodic consultation with teachers about the progress of children can be helpful in this respect.

III. EQUALITY OF EDUCATIONAL OPPORTUNITY

Anyone who has wrestled with the notion of equal opportunity has been impressed with the complexity of the concept and the difficulty inherent in its achievement in public education. Much of the literature of education includes references to equal educational opportunity as do some opinions of our state and federal courts. The term has become one of the many clichés to which professional educators, government officials, and laymen alike pay homage. Despite the visibility of the problem we are still struggling at the national, state, and local levels to achieve the ideal.

The constitutional responsibility for providing education in the United States is reserved to the fifty states. Each state has its own constitutional and statutory provisions and legal precedents for fulfilling that responsibility. There is a legal framework within which the resources of each state are taxed and moneys allocated to satisfy educational need and demand. Despite noble attempts our states have failed to achieve equality in the distribution of tax resources in support of education.

The failure is partially a function of the structure of educational government. Most of the states, including Ohio, have passed much of the school support load to local school districts. The property tax has been the principal fiscal vehicle left to local school districts. And the uneven distribution of taxable wealth within the states has intensified inequality of financial support and, thus, unequal educational opportunity.

In Ohio the Governor, Legislature, Courts, and State Department of Education are responsible for achieving equality of educational opportunity for the children of Ohio. Local school districts of Ohio, such as the Columbus School District, must achieve equality of educational opportunity within the resource and legal structure available to them.

Using one crude measure of opportunity, expenditure per pupil, it is obvious that there is a wide range of expenditures per pupil among states, among local districts within states, and within local districts themselves. Through systems of school support our state governments frequently allow three or four times fewer dollars to be spent on the youngsters in one school district than in another school district. This system is especially repugnant when children have essentially the same educational need in both districts. It is even more distasteful when large numbers with learning difficulties are found in districts with low expenditures.

Equality of educational opportunity exists within a state when each child of school age has the same access as any other child to the educative resources of the state essential to his needs. Obviously the same observation applies to local districts.

It is recognized widely that the experiences children have before they come to school tend to fix much of what they value and believe. Despite the obvious impact of early childhood on basic values and beliefs it appears that formal schooling can be effective in modifying as well as forming attitudes. Therefore the school has a role and responsibility in this regard. Such responsibility can best be fulfilled through providing an appropriate setting within which desirable attitudes can be formed and reinforced.

Schools can provide a setting for the inculcation of self-esteem, self-confidence, personal accomplishment, achieving command over one's surroundings, appreciation of other human beings, valuing richness that comes from variety and diversity in people, appreciation for the many forms of human expression, and a respect for the larger world and how each individual fits into it. In some cases these go beyond the value nurturance capability of the home and other institutions. Society depends upon the school for assistance.

It is in this context that a new educational variable can be identified: the attitude and value formation milieu of the school. Such a milieu or setting must contain a heterogeneous array of peer group and professional relationships available to each youngster. Stating the converse, each school system, it would seem, should avoid as many segregations as possible irrespective of the category of segregation--race, ability, disability, or socioeconomic levels of families.

A total pattern of educative resources includes the setting which is itself educational, as well as the more visible indicators such as expenditures per pupil, staffing ratios, time, physical facilities, and instructional materials. A national study, entitled Equality of Educational Opportunity (the Coleman Report), as well as similar research, provides new evidence to indicate the extent to which the setting educates. The setting is a significant instrument in the total development of all children.

The Ohio State Board of Education, Columbus Urban League, Columbus Area Chamber of Commerce, League of Women Voters, National Advisory Commission on Civil Disorders, National Association for the Advancement of Colored People, Supreme Court of the United States, Columbus Public Schools, and hosts of other individuals and groups have made known their support for equality of educational opportunity. The achievement of this objective is imperative.

Equality of educational opportunity cannot exist unless representatives from the black and white communities attend school together. We know further that this is a necessary but not sufficient condition to ensure good education. Policies on equal opportunity must reflect the fact that children learn at home, in the neighborhood, and the community at large as well as in school. The recommendations on this problem area are designed to strengthen and support the home, extend the community and neighborhood role in educational quality, and provide the schools with new leverage in their search for the keys to quality education.

Schools are universally perceived to be the fundamental instrument for fulfilling equality of opportunity--social, educational, economic, cultural and racial. Historically, schools have been charged with compensating for many variables which influence the child. Schools constitute a micro-society. Heterogeneous components of the larger society must be experienced in school to enhance equality of educational opportunity.

There are substantial differences between the concepts of desegregation and integration vis-a-vis quality education. We know that interracial attendance is as important for whites as for blacks, for the affluent as well as the poor. We know that desegregated education differs in important ways from integrated education especially in the interracial attitudes of whites and blacks toward one another. We know that there is inequality in public school educational achievement along social class and racial lines. We know that the average poor child, white and black, who attends school with a majority of children from more advantaged homes performs at a higher academic level than those in school with a majority of Negro students. We know that middle class youngsters who attend school with children unlike themselves develop more tolerant attitudes and do not suffer academic disadvantage. We know that financing education in general will be more expensive in the future, and we know that financing effective compensatory approaches will cost us much more than our present effort. The national study of Equal Educational Opportunity, and subsequent analyses and interpretations of those data, provide compelling evidence of the need for vigorous efforts to achieve integrated schooling for all boys and girls.

We believe, therefore, that the Columbus Public Schools must take immediate steps to achieve integrated education for all of its pupils, black and white, in keeping with their announced beliefs in equality of educational opportunity. The system must not sidestep the achievement of this objective. Furthermore, we believe that the entire Columbus metropolitan area and the State of Ohio should share in this responsibility and be involved in the pursuit of solutions to equal educational opportunity problems.

Recommendations advanced to achieve equality of educational opportunity are inter-related. The implementation of any one of them will be a step in the right direction but only partially effective if taken in isolation. Action on pieces will limit the cumulative potential of the set. For example, failure to implement the first recommendation jeopardizes the success of the second, as will become clear in the discussions which follow. Our recommendations are for the most part addressed to meeting the Columbus School District's responsibility. In some cases, however, they have direct implications for Ohio state government, other local governments such as the City of Columbus and neighboring school districts, and civic and other non-government associations.

Pre-Construction Open Housing Agreements

The educational system of the nation has been called upon to carry an extraordinary social burden. It has been asked to solve the most severe social question of our time--the racial integration of American communities. It has been asked to integrate in the context of a segregated society. Despite the Supreme Court Decision of 1954 racial isolation continues--in our country and in our city. We must desegregate our society in order to educate our society.

One of the most significant barriers to the achievement of racial integration in the schools has been racial segregation in our communities. There are population shifts and changes over which the schools have no control and which often lead to resegregation after integration has been achieved. There is fantastic population shifting and movement within the dense concentrations of minority group populations in most of our cities. The same is true in Columbus. We must find quickly a remedy for this difficult problem. Similarly we must find a remedy for the problems caused by the flight of the white middle class away from the central city. An educational policy must be developed that will respond to large-scale population movement within the core city and depress the desire of persons to flee to the outer reaches of the city or the suburb. In the interest of finding such a solution we offer the following recommendation:

Recommendation:

The Board of Education should take immediate steps to place all plans for new school construction or additions to existing facilities under pre-construction open housing agreements hammered out in advance. The Board of Education can work with state legislative leaders in the passage of state wide legislation calling for such agreements to precede all public service developments in Ohio.

This recommendation is in keeping with the spirit of Public Law 90-284 approved by the Congress on April 11, 1968. Title VIII, Sec. 801 reads: "It is the policy of the United States to provide, within constitutional limitations, for fair housing throughout the United States." Pre-construction agreements would go beyond and extend the effectiveness of Public Law 90-284. They would call for close liaison among governments, real estate boards, and financial institutions. Local school districts and other local governments would not be allowed to engage in the extension of public service facilities until such time as the parties to development--planning commissions, city or village governments, real estate boards, and lenders--provided evidence that housing would be available for persons of all races, religions, and national origins.

Imagine, for example, that an undeveloped tract or tracts becomes available for housing. The area or section is zoned for residential purposes. Before public services--water, sewers, schools, police protection--can be extended to this area, plans for area development must be presented to local governments by developers. Plans must provide evidence of the following: that the development will (1) include single and multi-family dwellings; (2) include rental as well as sale property; (3) will provide services of realtors and financial institutions for people regardless of race, color, religion, and national origin.

Such policy should be extended to cover all public services including schools in developing areas throughout the entire metropolitan area. Indeed such a requirement should apply throughout the state. The Columbus Board of Education has no legal authority to control policy decisions outside its district, but the State of Ohio does and such a policy should become a regulation of that authority.

If such a policy were in effect in Ohio it would: (1) encourage orderly development as far as housing is concerned; (2) permit the interests of the business, industrial, and economic sectors of the community to combine with the civil rights interests in a forthright, genuine, and highly creative set of policies to achieve outstanding educational improvements; (3) stand against the tendencies to resegregate which are so prominent in most metropolitan areas; (4) make less necessary large-scale transportation programs to achieve integrated educational opportunity; (5) prevent the occurrence of new segregations which often take place when new schools are opened; (6) fit with attempts to desegregate schools where de facto segregation now exists in Columbus; (7) permit the Board of Education to concentrate its efforts on the existing segregated sections of the community allowing it to work out a managed integration policy for those parts of the city; and (8) set an immediate example of compliance with recent federal legislation on open housing.

Implementation:

(1) The Board and administration, through its legal staff, should write an exploratory legal framework through which such agreements can be reached.

(2) In the summer of 1968 the Board of Education should convene legislators, officers of the State Department of Education and city government, realtors, bankers and other financiers, and community leaders to work out the features of pre-construction open housing agreements.

(3) Legislation to make pre-construction open housing agreements mandatory throughout Ohio should be framed and introduced in the next session of the Legislature.

(4) The planning staff of the school district should fit its efforts into this policy framework and seek new school sites only in those locations where potential open housing exists. Future school attendance areas should have housing in several price ranges, mortgage money available for potential minority group homeowners, rental housing of several types open to both black and white families, and easy access to job opportunities for a wide range of persons.

(5) The district should declare a moratorium on construction until such legislation has been passed. In the interim the district should handle its pupil population growth by adding to the size of existing school buildings, going on double shifts in some cases, purchase of mobile units, transporting

boys and girls to other parts of the district, or contracting with nearby suburban districts for educational services where classrooms are available.

Managed School Integration

Concentrations of minority groups in certain sectors of Columbus require that policies of managed integration of schools be adopted. The study team endorses the recent Board of Education decision on boundaries for the new Southmoor Junior High School. This new school will achieve a reasonable racial balance in its enrollment and at the same time protect the distributions of black and white youngsters in neighboring schools.

The mobility of black and white populations in many sections of the city will undoubtedly continue for a period of years--at least until genuine open housing is achieved in the metropolitan area. During the era of rapid population shift the district must pursue managed integration practices. Several of the recommendations included in the 1967 Urban League Report on Quality-Integrated Education as well as existing district policy statements are addressed to this objective.

The recent establishment of new administrative and organizational arrangements based at least partially on Urban League suggestions is a commendable step. The anticipated addition of new planning capacities as well as new research and evaluation capabilities will strengthen further the district's ability to meet integration needs.

Two approaches to interracial experiences outlined in the July 18, 1967, Board of Education policy statement not yet pursued should be implemented without delay. Particularly attractive are cultural exchanges within the Columbus School District and cultural exchanges and voluntary registration exchanges in Franklin County.

The success of voluntary registration will depend on two crucial factors: transportation and the availability of information about program options elsewhere in the district. The district should not expect large numbers to take advantage of this policy, but it is a significant gain if even a few students do.

Recommendation:

The Board of Education should accelerate its efforts to achieve better racial distributions in the district's attendance areas and should explore with suburban districts opportunities for interracial educational experiences.

To be successful in these efforts will require bold and creative thinking on the part of the administrative and teaching personnel as well as the Board. We hope that the Columbus Education Association and Columbus Federation of Teachers can contribute substantially to the production of strong new ideas to achieve this objective.

Implementation:

(1) The planning division of the Board of Education in concert with community leaders should develop a time table for achieving equal educational

opportunity within the Columbus School District including the end of de facto segregation. In the judgment of the study team, the year 1974 is an appropriate target date for achieving this objective.

(2) The time table should include the close out of all predominantly Negro schools where other approaches to desegregation are not appropriate. Our time and resources prohibited the formulation of recommendations involving specific schools. The determination of which schools should be converted to other purposes rests with the administration and Board.

(a) For example, one such facility could be converted to the needs of the present Glenwood School youngsters. Some thought has already been given to this change by the administrative staff; these plans are supported by the study team. Such a move should be achieved during 1968-69. The choice of a building for this extraordinarily important school population should acknowledge the growing demand for more such classrooms.

(b) Currently a group of leading Columbus area citizens is forming an experimental school. The Board might well invite this group to use an inner-city building and to work out appropriate policies for its management. In return the experimental school could offer its pupil population to the new research and evaluation office of the Columbus Public Schools for study purposes. The experimental school is to have a racially integrated student body and will contribute to improved racial distributions.

(c) Still another sound use for a closed out inner-city building would be to house the Office of Continuing Education described elsewhere in this report. The total space of one building could be used for year-round continuing education programming. An alternate site for this office could be Fort Hayes should the District receive this area and its physical facilities in the near future. The advantage of an inner-city building would be its location in the inner-city area, its proximity to minority groups--both children and adults for participation in continuing education programming, and the existence of classrooms, restrooms, parking, and playground and office space to accommodate the range of needs of this branch of the central administration. The building for this purpose should be selected during 1968-69.

Compensatory Education

One of the strategies to strengthen educational opportunity for disadvantaged children is to search for ways to compensate for deficiencies such children bring to school. With the availability of federal funds for this purpose the Columbus Public Schools have developed a number of compensatory efforts. These are of several types and magnitudes and offered for the most part within guidelines developed at the federal level. Criticisms of federally financed compensatory efforts in Columbus and elsewhere have been of this order: First, the federal provisions governing the use of such funds have been unnecessarily restrictive; second, compensatory approaches subsidize segregation; and third, the costs of really effective compensatory programs are astronomical.

Equality of educational opportunity cannot be achieved through uniform allocation of resources to all children. Within the same district several times as many dollars may need to be spent on pupil "A" as on pupil "B" to assure equality of educational opportunity. This is the basis for the concept of compensatory education. It is worth noting that current efforts to "compensate" are very expensive. In fact, if the compensatory approach is selected as Columbus' solution to its educational deficiencies, to the neglect of integration, the cost of beginning to deal realistically with the problem might well be nine or ten times more in gross expenditure. Compensatory programs should be considered a supplement but not an alternative to school integration.

The cost of sustaining segregation in education is a most compelling reason for achieving meaningful integration as soon as possible. Compensatory approaches are expensive; however, they must be continued and expanded at least until such time as genuine equality of educational opportunity is achieved in Columbus. Where needs are advanced and federal funds cannot be applied, local resources must be found for this purpose.

The citizens of Columbus have a splendid record of responding to local needs. Only in recent years have federal funds been available to assist on this problem. Although the Columbus Public Schools have received and used available federal funds to support compensatory efforts, these funds are inadequate for the task.

Recommendation:

The Board of Education should push vigorously ahead to achieve equal educational opportunity through integration of the schools; at the same time compensatory education programs should be continued and extended through the use of federal as well as local moneys.

Implementation:

(1) A time table for the phase out of compensatory programs in favor of strengthened regular programs should be developed. By 1975 such special efforts should be less necessary if real progress is made on open housing, closing inner-city schools, faculty and administrative staff development, and metropolitan area school government.

(2) As additional integrated student bodies are achieved, some compensatory efforts should be included to strengthen the life chances of the disadvantaged located in those new surroundings. The strengths inherent in integrated learning environments will not immediately offset the negative history of segregated learning settings.

(3) The Office of Evaluation and Research should launch a comprehensive analysis of learning outcomes achieved through integrated and compensatory approaches to equal educational opportunity. Such data will be exceedingly valuable as a basis for future decisions by the Board of Education.

(4) The Board of Education, as it adopts the all-year calendar and program, should capitalize on the extended year to reduce and remove learning deficiencies possessed by educationally disadvantaged young people.

(5) As compensatory efforts continue, considerable attention should be given to deficiencies in the regular program, and in the organization and administration of the schools as well as to the educational deficiencies of the pupils. Many compensatory programs have been seriously questioned nationally and locally because they have failed to show results. Their limited success is in large measure due to the usage of methods, materials, practices, and personnel the same as or similar to those regularly employed. Methods which produced deficiencies in the first place have been expected to cure them. Therefore, fundamental changes in regular programs may be needed.

(6) Some schools in Columbus are high transiency schools. Mobility studies conducted by the Department of Pupil Personnel Services indicate the schools that have high percentages of pupil turn-over during a given year. Hubbard Elementary School, for example, had 105 per cent turn-over during 1966-67. In some cases there is rapid turn-over among white children; in other cases the transiency involves black children. Frequently the residency changes are shifts of only a few city blocks but sufficient to call for enrollment in a different school. The negative effect on the education of these young people is monumental. Thus we urge the Board of Education to develop experimental mobility policies which might call for pupils to retain their registration in one school even though parents move out of that attendance area. These policies may introduce much needed stability into school racial distributions.

(7) There is a need in all large city school districts for stronger pupil diagnostic services. This need, very advanced for pupils already in the district, is also serious for in-migrants, especially lower class families. The school system should begin planning regional diagnostic centers which could provide both diagnosis and prescription services designed to strengthen children's educational development within the Columbus schools. One such center could be placed in each sub-district should a new decentralized pattern of organization be adopted. Planning for such facilities should involve medical, psychiatric, educational, and sociological consultant help.

(8) The ineffectiveness of some compensatory programs has been traced to negative feelings of teachers toward minority group children and to the inability of teachers to understand fully the problems of such children. We urge therefore that continuing professional education programs focus directly on the learning and adjustment difficulties of this population. This responsibility should be given to the new Office of Continuing Professional Education described later in this chapter.

Fort Hayes

The Columbus Public School System may be chosen to receive Fort Hayes, the present headquarters of the 20th U. S. Army Corps, from the Federal Government. The site is bounded by Cleveland Avenue on the west and Highway I-71 on the east. The northern boundary is the Norfolk and

Western Railroad; the southern boundary is Buckingham Street. Should the schools receive Fort Hayes, it would be fortunate, indeed, for Columbus.

The area with its facilities is a marvelous location. It offers the system a superb opportunity for special purpose educational programming. Few cities are fortunate enough to have land available close to their centers so well suited for educational purposes. The schools have already completed some advance planning for its use in anticipation of its assignment to them.

The study team recognizes the many purposes that may be served by this extraordinary location. Because of good access through both public and private transportation it should serve system-wide needs well. Also of significance is its proximity to the Center City, the Art Museum, the Museum of Science and Industry, hospitals, and Ohio State and Capital universities. With careful planning the site can accommodate many visionary new programs for learners of all ages, pre-school through adult.

In utilizing the site there will be considerable temptation simply to construct conventional school housing designed for conventional approaches to education. Such temptations should be ignored. We urge that the site be preserved for exciting new programs and educational services.

The Family Development Center

Fort Hayes has residential family housing for military personnel. Such facilities should not be destroyed or converted to other purposes but utilized without change for a new approach to the solution of several difficult social problems simultaneously.

These quarters should be reserved for a family development program designed to strengthen family life and family capacity for social and economic independence. The objective is to create a powerful educational environment where adults and children can learn together; where public welfare, health, and educational resources can be concentrated efficiently; where employment skills, household skills, social skills, and artistic temperaments can be developed simultaneously; and where instruction can be supplied by families in which each member has teaching responsibilities.

Recommendation:

We recommend that the Fort Hayes site be the location of a new experimental institution tentatively titled "The Family Development Center." Within this Center special efforts should be made to integrate a range of public services such as education, health, recreation, and welfare for selected families. The objective is to build strength into families so that they can carry their responsibilities effectively in the future.

Implementation:

(1) Negotiations related to the final transfer of Fort Hayes to school system control should be completed as soon as possible. The precise time table for that transfer needs to be known.

(2) A staff team, with outside consultation, should be named in the summer of 1968 to develop further the suggestions made in this recommendation. The team should be composed of educators, artists, social workers, medical and psychiatric specialists, and employment counselors. Its early efforts should be devoted to consideration of the following:

(a) The learners in the Center would be families. The physical location for living and learning activities would be Fort Hayes but the extended learning laboratory would be the metropolitan area. Selected families of all races would be invited to move into housing facilities on the base. The families chosen should be representative of the broader society but among them would be unemployed families, having parents with low educational levels and children who have learning problems. Faculty families would live there too.

(b) The faculty of the Center would be made up of professionals from fields such as those suggested above and their families. The entire environment would be a learning laboratory. The members of the faculty families would be teachers and learners simultaneously. The curriculum would be extraordinarily rich, quite informally organized, and designed to meet cognitive, affective, and motor skill needs. The faculty would have at its fingertips the city, its libraries, its museums and art centers, its theaters, its universities, its employment potentials. Instruction would be individualized with all types of teaching approaches being used.

(c) For some purposes--art, music, physical education, and recreation--adults and children might learn together. For other purposes, classes and seminars would be formed. Classes would not be restricted even then to conventional age ranges. The classrooms could be anywhere--on the site or in downtown Columbus, or in Bexley--wherever learning purposes could best be served.

(d) Learning families where the adults were unemployed would be among those chosen. Extensive efforts would be addressed to bringing the adults to the point of employability. During the early period of the family's enrollment at the Center, family support would be on the basis of welfare payments. As soon as employable skills could be developed for adults part-time employment would be sought. From this point forward the adults would work and learn simultaneously. Each family's curricula would be individually planned and fitted into the program of studies created for the Center.

(e) Training for males in the trades could be achieved through the repair and remodeling of housing on the site for families. Skilled craftsmen could be incorporated into the faculty for this learning purpose. Children of all ages could be involved too in assisting with painting, yard maintenance, athletic field care, and the maintenance of other facilities.

(f) Faculty families could be chosen on the basis of diversity of talents as well as willingness to participate in such an exciting venture. Faculty families should have teaching potential in the basic learning skills, the arts, music, homemaking, recreation, physical education, health education, social skills. Formal teaching certification requirements in many cases would need to be abandoned for at least some family members.

(g) A Director for the Family Development Center should be selected early in the 1968-69 school year. He would obviously need to possess not only administrative skills but also a most creative mind. The planning committee would need to think through in detail the qualifications for this post.

(h) Families would leave the Center after adults and children were brought to social, educational, and employability levels satisfactory for effective and responsible citizenship.

(i) The staff of the Center would include social workers, medical and psychiatric specialists, and psychologists and their families. The Center should also have a well trained research staff. Social workers could assist with many of the welfare and employment problems; they could also help with family selection and relocation. The physical and medical health specialists would make their contributions in many important ways.

(3) The numbers of families to be served would be restricted at the outset by the capacity of the facilities for family housing. Since housing for teaching and staff families as well as learning families is required, thoughtful planning in this regard is in order. Ultimately house trailers might be used to supplement present housing. Forty learning families of average family size of six would be 240 learners. If there are 20 teaching families with their children--four children per family--there will be 80 additional children to be taught. Since the basic instruction involves both husband and wife, and even children of the teaching families as teachers, the ratio of teacher and learner would be about one to eight. Undoubtedly additional specialists would be needed to supplement the work of the faculty.

(4) Support for the Center could come partially from school system funds, partially from Foundations, and from other sources. If support for each faculty family were to be $15,000 (plus housing), the annual faculty cost would be about $300,000. Other costs (administration and maintenance) would increase that amount bringing the total to approximately $400,000 per year. The per learner cost, adults and children, would be close to $1250 per year. This is considerably less than many Job Corps programs which approach $5000 per student per year. It is at the level of expenditure per pupil for elementary and secondary school students in some school systems.

(5) Steps should be taken in early planning (Autumn, 1968) to identify and select the faculty families. For these families a pre-service preparation program should be provided to build skill training in tutorial relationships, small group teaching, and mixed age group teaching. A modest amount of social awareness training would also be desirable. Similarly, experience in teaching in unstructured settings might be useful as a selection criterion. Faculty families should be selected with racial balance in mind. Most faculty families should come from personnel now in the Columbus Public Schools but selection should not be restricted to this source.

(6) The minimal length of learner family tenure would be one year. Some families may need to stay longer than that period of time. Families could enter and leave at various points in the year. The staff of the Center would help in locating housing, appropriate educational facilities, and employment for families when they leave. Emphasis would be placed on locating black families in areas where open housing agreements exist.

To summarize, this institution would act simultaneously on several problems:

(1) It would be directed at removing educational deficiencies of children and adults simultaneously.

(2) It would focus public health, public welfare, and public education resources on common problems.

(3) It would be racially, socially, and economically integrated.

(4) It would, if successful, break the educational and poverty cycle and return adults immediately to independent earner and taxpaying status. Children would have improved chances for economic independence as adults.

(5) The cost would be modest when compared with continued welfare, public health, and compensatory education costs over at least two generations, if not many more.

(6) The facilities are ideally suited for this approach and would require no modifications to begin the program.

(7) The cohesiveness of families would be sustained and strengthened during a period of intensive development for all family members.

(8) If the pilot program is successful it could be extended in creative ways to larger numbers of families.

Summary

The equal opportunity recommendations are philosophically sound and consistent. They are also achievable in the forseeable future.

The first calls for a moratorium on new school construction until pre-construction open housing agreements can be developed. A halt to new building will prevent the creation of newly segregated areas in our rapidly growing metropolitan area at the same time allowing the community to work out the desegregation of existing schools. It also acknowledges the importance of achieving genuine open housing in the spirit of recent federal legislation.

Managed school integration can go forward much more intelligently with the knowledge that new segregations are not cropping up in developing areas of the city. Managed integration linked with carefully chosen compensatory education programming has the prospect of offering Columbus the most outstanding large city educational system in the nation.

Pursuing policies of segregation promise little or no hope. They will lead only to further deterioration of the community's confidence in its schools , large scale disenchantment on the part of disadvantaged families,black and white, growth in student unrest, and eventual economic decline within the metropolitan area.

There is general support for the establishment of strong policies leading to integration within Columbus. Our community survey, meetings with groups and individuals, and the written statements of leading civic associations are clear on this point.

IV. SCHOOL SYSTEM RENEWAL

In this section of Chapter Two we treat the general problem of keeping a school system alive and vital. The ideas of self renewal and organizational renewal are very significant in these times. They will continue to be so as life becomes more complex. There are few indications that present rates of technological and scientific development will decrease. Such changes are the principal forces directing the society and they impose new demands on individuals and institutions.

Because institutions such as school systems are made up of human beings, they are our greatest hope and at the same time our leading cause for despair. On one hand, organizations are the principal vehicles through which men can employ their talents to shape their destiny. On the other hand, as John Gardner noted recently, "even excellent institutions run by excellent human beings are inherently sluggish, not hungry for innovation, not quick to respond to human need, not eager to re-shape themselves to meet the challenges of the times." Gardner continued by saying that "we are going to have to do a far more imaginative and aggressive job of renewing, redesigning, revitalizing our institutions if we are to meet the requirements of today."

We have found in our work considerable concern about how a major city school system can remain open to change, how it can retain and locate new people with ideas and a sense of mission, how it can reward people for extraordinary service, how it can keep pace with rapid and large scale change within its own environment.

We can begin by saying that many interested professionals and lay citizens are aware and sympathetic to the problem. Likewise there is genuine support for expending effort in the search for solutions to such problems. Information relevant to this section of the report was collected in several ways. Questionnaires completed by teachers and principals were helpful; interviews with teachers, parents, students, principals, and central office personnel were useful; documents from the school system provided data; and observations of similarities which the Columbus schools share with other schools and institutions were also instructive.

The Columbus Teachers

The strength of a school system resides in its teachers. The policies which govern their assignments and conditions of service are critical in terms of teaching performance.

The information about teachers is difficult to summarize adequately in the limited space available in this report. The distribution of Columbus teachers among the priority and non-priority schools (who responded to the study team's questionnaire) is approximately forty-eight per cent from the priority group and fifty-two per cent from the remainder. The percentages by category appear in Figure 1.

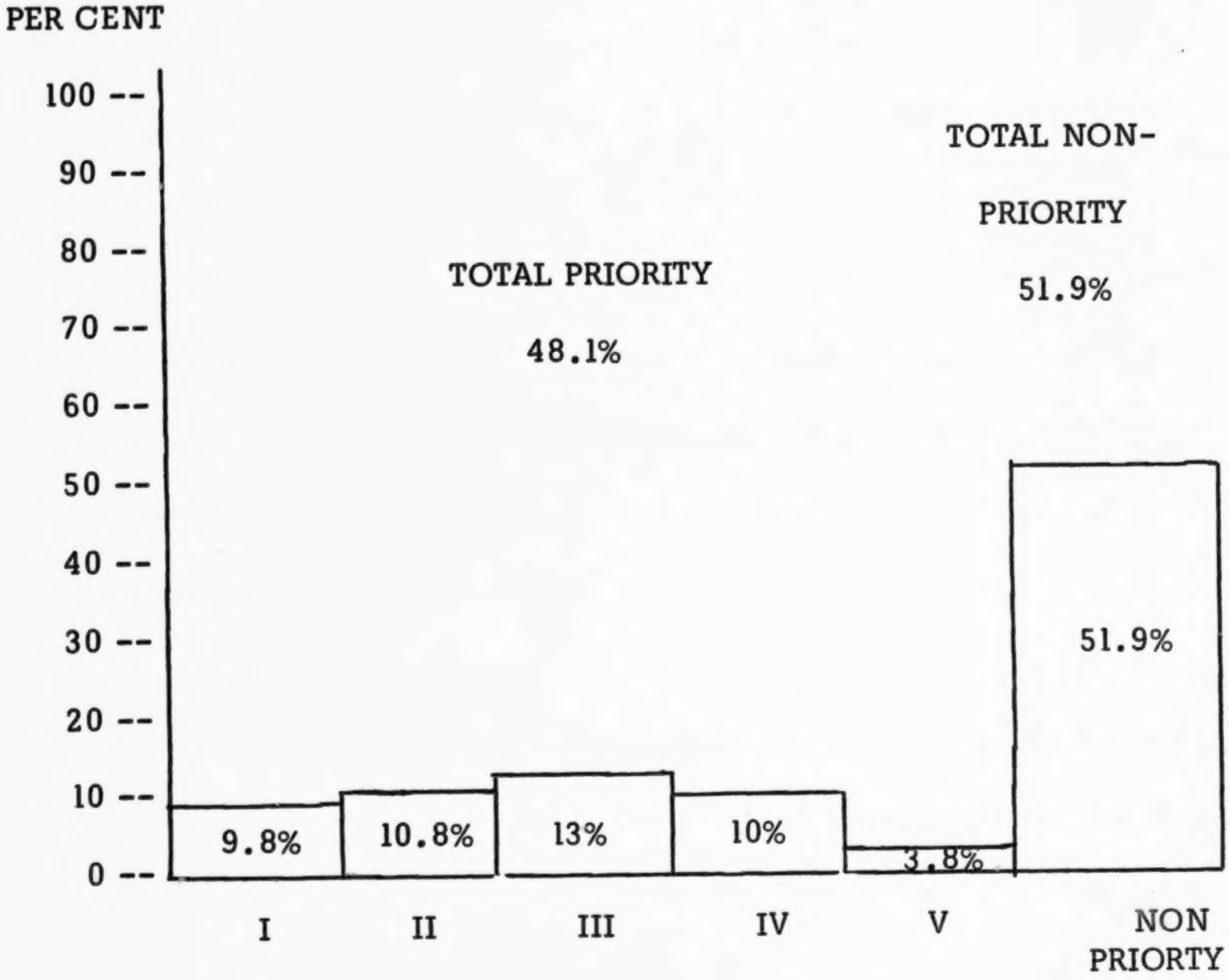

Figure 5. Distribution of Teachers According to Priority

It is difficult to write district wide policies that have prospects for solving problems that may in many instances be neighborhood in scope. Some of these can be approached best at the building level. Therefore it may be desirable to enlarge the responsibility for educational problem solving at the building level. Teacher interest in policy involvement is presented in Figure 2.

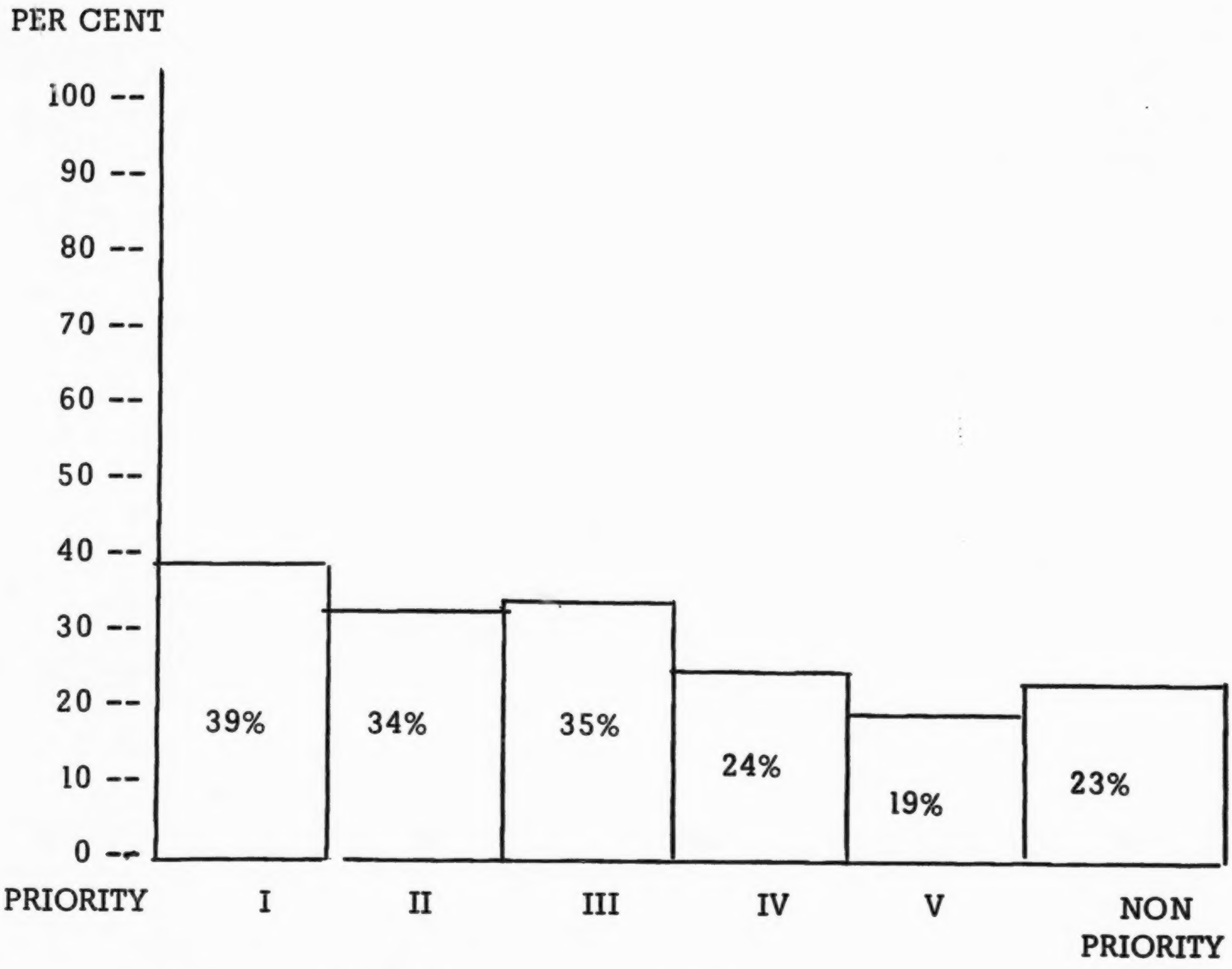

Figure 6. Percentage of Teachers Who Feel That Their Involvement in School Policy is Poor or Below Average

We believe that teachers, especially those in priority schools, should be provided more authority to participate in policy decisions in their schools and they should be encouraged to find better ways to innovate and to be flexible in their approaches to problems. The quality and tone of a school is closely related to the leadership of its principal and how he works with his teachers.

Recommendation:

Flexibility, innovativeness, and creativity should be encouraged among principals, and they should be encouraged to involve teachers thoroughly in the search for solutions to problems.

Implementation:

(1) Each principal should be allowed and encouraged to recruit teachers with whom he could work. The faculty should engage mutually in working on building level instructional and curricular innovations addressed to unique problems which they face in their school.

(2) A related suggestion is that teachers and administrators should acquaint themselves with the hard facts about the problems facing the school system. But more important they should face the hard facts of their particular school. Teachers should assume responsibility for helping to develop building level policies that are addressed to building level problems.

(3) To be even more effective principals and teachers together should set specific improvement goals for themselves and be appraised in those terms. For example teacher, principals, and parents working together should be able to set goals related to student achievement, improved home-school relationships, programs for able learners in priority schools, better provisions for handling emotionally disturbed children and more relevant curricular and instructional practices for all children.

(4) Faculties should be free to organize themselves in such a way that they may free up as much as one day per week for planning, materials preparation and continuing professional education. The school system must take every step it can to make teaching effective and learning occur in all the schools, but especially the priority schools.

The data for Columbus indicate that first year teachers tend to be assigned almost randomly across the different types of priority schools. They are not assigned disproportionately to priority schools. Slightly more first year teachers go into priority schools but not an alarming number.

About 43 per cent of the teachers in the Columbus system are between 20 and 29 years of age. Priority I schools are significantly under-represented in this age category, whereas non-priority schools have nearly twice the proportion of younger teachers than do Priority I schools. It does not follow, however, that older teachers are over-represented in Priority I schools. They seem to be randomly distributed, with the exception of Priority V schools which may be slightly under-represented. Such schools may be in transition, where it is more difficult to retain older teachers.

There appears to be little difference between priority and non-priority area schools in the distribution of teachers with the B.A. or M.A. degrees. If anything non-priority schools may be slightly under-represented and Priority II and III schools may be significantly over-represented in the proportion of teachers with the M.A. degree. Whereas only 16 per cent of the teachers in non-priority area schools have M.A. degrees, 32 per cent of those in Priority II and 23 per cent of those in Priority I have this degree. Less than 10 per cent of the teachers in the system have no degree at all.

A higher proportion of teachers in priority schools than those in non-priority schools report attending a state or national professional meeting during the year. Forty-nine per cent of the non-priority teachers indicated that they had attended such a meeting compared to 78.3 per cent of the teachers in Priority I schools and 66.6 per cent in Priority III schools, with other priority schools falling within these ranges.

Approximately 25 per cent of the Columbus teachers are male. Priority V, III, and II schools seem to be more strongly represented in the proportion of males (39, 36, and 33 per cent respectively) than other schools. It is possible that males are assigned to the priority schools where the discipline problems are thought to be more severe.

The distribution of teachers in Columbus does not appear to be unbalanced on the criteria of preparation, age or sex. The priority schools seem to have their share of teachers with M.A. degrees; there is some evidence that teachers in priority schools are more active professionally; there do not appear to be clear cut, striking differences in either the age or experience of teachers in these schools, with the possible exception that some of the priority schools have a disproportionate number of older teachers in comparison to younger ones.

It can be argued that younger teachers are likely to be more innovative and empathetic with lower class children than older ones, but it is by no means clearly evident that competence increases with experience in such schools. These matters warrant further investigation. While there is a disproportionate number of males assigned to certain priority area schools, it probably is important that many of these children have a male image in the classroom.

Movement of Teachers From School to School

Although the study team would have been pleased to find larger numbers of Negroes in teaching, supervisory and administrative assignments, the Columbus district is to be complimented on the distributions of the teaching force among schools on the basis of sex, age and experience. Some large city school systems have been criticized with justification for placing young, inexperienced teachers in difficult schools having high percentages of students with educational deficiencies. This is not the case in Columbus.

There are remarkably few requests for transfer coming from Columbus teachers. In the two year period 1966-67 and 1967-68, 520 such requests were made. The total teaching staff in 1967-68 was 4396 teachers. Out of the total number of teachers who might have requested transfer over the two year period less than 6 per cent did so. The movement of teachers within the system that does take place indicated that 60 per cent of the requests are made to transfer out of priority schools, but only one-half of these prefer to go to non-priority schools. There is interest then on the part of many of the priority teachers who request transfer to go to other priority schools. Non-priority school teachers requesting transfer for the most part (70 per cent) wanted to go to other non-priority schools. It is significant to note, however, that sixty-two teachers (30 per cent) in non-priority schools asked to move to priority schools.

Focusing only on the requests for transfer made by Negro teachers, our findings indicate that male teachers tend to move from non-priority schools to priority schools. Female Negro teachers seem to be initially assigned to priority schools and choose to remain there.

A crucial question which troubled the study team was "Why are teachers with similar qualifications not equally successful in all parts of the school system?" The teaching force in Columbus is evenly distributed among priority and non-priority schools on the basis of experience, age and levels of preparation. Furthermore, teachers are not transferring from priority to non-priority schools in large numbers. There isn't a "flight" from the inner city schools as may be occurring in other large city systems. But the learning problems remain.

There are indications that some teachers and administrators (in priority and non-priority schools) write off or give up on youngsters who seem to have low ability. In a few cases there is a tendency to categorize children from poor homes, black and white, as educational risks. Their learning deficits are often large and grow more severe year by year. Teaching is a tough, discouraging business in such cases. Psychological services do not go nearly far enough. Teachers frequently think too that many parents don't really care about their children's school lives.

It would be grossly unfair however to blame the teachers in the priority schools for all inner-city educational shortcomings or teachers in other areas for all problems which exist there. Most of the teachers are very hard working, dedicated persons; they too are disturbed by poor achievement, drop-outs and pupil emotional problems. They want to find answers, but they are working against grave odds and the community must help them.

Recommendation:

The personnel division and priority school principals should work closely together in the location of and assignment of teachers who are successful in working with priority school children.

Implementation:

(1) The personnel division may form in cooperation with the teacher organizations a committee to review how better matchings of

teacher with school might be achieved in the future.

(2) Such a committee could also review whether extra incentives should go to priority school personnel.

Employment and Assignment of Additional Negro Personnel

With respect to race, it seems that Negro teachers have not been randomly distributed in all types of schools. While there may be good reason for the kind of concentration that has occurred, more needs to be known about the rationale and justification for this personnel situation. It must be noted however that in 1964, forty-one schools had one or more Negro teachers on their faculties; in 1967 that number had increased to 118 schools.

The percentage of Negro teachers in Columbus is much less than the percentage of Negro pupil enrollment. It is likewise less than the percentage of Negroes in the general population of the city. There is clear need to recruit more Negro teachers. Columbus is to be commended for the number of Negroes who presently are assigned to administrative and supervisory positions. There is need, however, to increase that number. It must be acknowledged that colleges and universities must cooperate in the preparation of larger numbers of Negroes so that qualified persons are available for school systems to employ.

Recommendation:

The Board of Education should step up its recruitment of Negro teachers, supervisors and administrators.

Implementation:

(1) The personnel division should establish recruiting practices designed to increase the number of Negro professional personnel including visits to colleges and universities known for the quality of their programs and the numbers of Negroes enrolled. These visits should be made by teams of Negro personnel presently employed in the school system.

(2) Special programs designed to assist in adjusting to the schools and the community should be employed. Aid in the location of housing, advice on schools for their children and other orientation services would be of substantial value to such new arrivals in Columbus.

(3) Consideration should be given to the preferences of Negro teachers when assigning them to schools. The present distribution of Negro teachers among schools indicates clearly that more assignments should be made to non-priority schools. It would be valuable if more were to choose non-priority school appointments.

Other Needs Identified by Teachers

The counseling and guidance services of the school system should be studied more thoroughly next year. More is said about this need in the final chapter. Teachers also want more time to plan, additional psychological services, more remedial programs and more effective use of new media and technology. Teachers in all types of schools, but especially those in non-priority schools emphasized the need for more secretarial assistance. Priority school teachers emphasized the importance of help with drop-outs.

The large number of references to psychological services lead us to urge that action be taken as soon as possible to extend such services. Colleges and universities must step up the preparation of such persons since they are in short supply.

Office of Continuing Professional Education

The need for continuing professional education in all fields, including education, is so apparent that it hardly warrants emphasis. The Columbus Public Schools like most systems recognizes its importance, but also like most systems lacks the capacity currently to provide for those ever expanding needs. Steps must be taken now to strengthen the ability of teachers to teach, counselors to counsel and administrators to administer. Comprehensive programs for all district personnel are a must.

Recommendation:

The Columbus Public Schools should establish an Office of Continuing Professional Education: such an office should have sufficient staff and resources to design, test and conduct extensive programs; it should assume responsibility for programs for teachers, administrators at the building level, central office staff as well as specialists of other kinds within the system.

It is imperative that the Director of Continuing Professional Education possess unusual talent, knowledge and skills. First, he needs to have insights into how creative new designs can be developed and incorporated productively into the life of the school system. Second, he will need the administrative and organizational talents necessary to move the programs of the office forward. Third, he will need experience and understanding in such fields as human relations or sensitivity training, adult learning theory, organizational science especially in the areas of communication, organizational health and problem solving and organizational structure. Fourth, he will need to know how programs are designed, developed, tested and implemented. And fifth, he will need personal skills of a high order in working with a wide range of professionals, semi-professionals as well as professional groups and associations which he will encounter in his work.

The early efforts of the Director and his office should be devoted to programs focusing on school district need and problems. The general problem of improving communication between the school system and its many constituencies is one example. Human relations workshops, retreats, seminars or courses could be developed for this purpose. Some features of sensitivity training might be tested. In such an effort, parents, students and non-certified personnel might be involved along with teachers, counselors and administrators. The Columbus Public Schools could pioneer in new approaches to achieving conflict reduction through mechanisms designed for this purpose and tested in those instances where school-community relationships have deteriorated.

All personnel should be integrated into the district's effort in such a way that the continuing education efforts contribute visibly to improved performance. Credit for participating should not be a prominent feature in the district's internal programming. The district may, however, wish to develop policies that will reward personnel for their private attempts at individual improvement. Basic strengthening of teachers' knowledge of their teaching fields can probably best be achieved through programs sponsored by colleges and universities or other similar agencies. Careful distinctions need to be drawn between what the system can do and what can be achieved by others.

Implementation:

(1) During the summer of 1968 the district should develop a design and plan for an Office of Continuing Professional Education. The plan should include the personnel and organizational features of such an

office, some initial program directions which the staff selected for such an office could pursue and position descriptions for the leadership posts incorporated in the design.

Also during the summer of 1968, prior to the opening of schools in the autumn, programs for beginning teachers, cadet principals, assistant principals, new administrative and supervisory personnel should be planned. These workshops, of at least one week, in length should focus directly on the problems of urban education.

(2) Early in 1968-69 the staff should be selected, filling first the office of the Director. Program development can then begin in earnest; some new formats could even be designed and tested during 1968-69 preparatory to further large scale programming for 1969-70.

(3) Effort should be made to assemble a highly creative staff. The staff should be comprised partially of persons selected from outside the school system, some of whom may have been prepared in fields other than professional education. Staff members should be acquainted with how adults learn, the strengths and weaknesses of group process approaches, and new techniques such as simulation, role playing and decision gaming. The staff should know where to locate resource persons representing a wide range of fields throughout the nation.

(4) In 1969-70 the district should have in operation a large scale continuing education effort involving most or all of the professional personnel in the system. The programs should be appraised by the district's new evaluation and research office with a view toward sorting out those approaches which genuinely pay off and discarding those that do not.

(5) Attention should be given to building programs into the school day, week or year. Adoption of the four quarter or all year school calendar would extend substantially the district's opportunities for continuing professional education. The school system may wish to experiment with new allocations of student time. For example, the teaching week might be shortened to four or four and one-half days from time to time allowing these hours for inservice purposes. Instruction and supervision of youngsters during the periods taken for continuing education could be the responsibility of administrators who need to get back into the classrooms, teacher aides who are already acquainted with youngsters and their needs, student teachers who must have experience, parents who want and need to know the schools better, college and university education department personnel who ought to have refresher experiences out in the schools--or combinations of these.

(6) Explorations should be made of opportunities to join forces in

common continuing professional education with medical and other health serving professions, social workers, recreation personnel, juvenile, police and other court officials as well as other professional and semi-professional groups in the community. There are many similarities in the needs of such professionals and common approaches at the practitioner level could prove relevant to a broad range of community issues and problems.

(7) The district in cooperation with the Columbus Education Association and the Columbus Federation of Teachers should establish a special committee to examine existing district policies relative to inservice education and to draft policies relative to sabbatical leaves, teacher and administrator exchanges with other large city systems, school system personnel exchanges with colleges and universities and school system personnel exchanges or part time leaves to associate with emerging educational business complexes.

(8) The Office of Continuing Professional Education should become inventive in its formats and the use of time for specific program purposes. Similarly it should be imaginative in deciding questions of program scale vis-a-vis particular needs. It is probable that some of the most effective problem centered programming can best be achieved at the building level. More general concerns can best be achieved on a sub-district or curriculum area basis. The director should be given great latitude in program development enabling him to incorporate many features into program

planning and implementation.

(9) Parents and other persons interested in the schools receive many impressions of the school system through contacts with non-instructional personnel. Secretaries, telephone operators, bus drivers, custodians, clerks--all very crucial to the life of the system--need continuing education programs too, especially in public and human relations. Steps should be taken to develop such programs during 1968-69.

Outside Recruitment of Administrators

The Columbus Public School System, like most school districts, recruits new teachers from a wide range of colleges and universities. The data in Columbus indicate that teachers do indeed come from many parts of the United States even though a large number of them receive their professional training at The Ohio State University or other nearby institutions. The need for incorporating fresh ideas from many places is rather obvious. The achievement of this objective at the teaching level appears to be more adequately met than at the administrative and supervisory level.

The age-old problem of "in-breeding" is prominent. Selecting administrative and supervisory personnel only from the ranks of Columbus teachers has perpetuated an appointment practice which is potentially disadvantageous to the school system. Columbus does not stand alone in this practice. Most large school systems follow a similar promotion and appointment procedure for administrative and supervisory personnel. And the same limitations are found in those systems.

Only a small number of administrative and supervisory people have been invited into the system from the outside in the past several years. Universities, public school systems, large businesses, labor unions, and other organizations cannot retain maximum vitality with practices of this type.

There is an intensifying demand for able administrators in education. The supply of top people is far short of the demand. Teachers with administrative potential now teaching in Columbus need not wait on opportunities within Columbus. They can find attractive positions in other districts in Ohio or other states. Cadets in Columbus should likewise consider positions elsewhere; Columbus in return should hope to be compensated for its contribution by employing promising outsiders.

We urge, therefore, that the school system examine thoroughly its personnel policies on the recruitment, promotion and placement of administrative and supervisory persons.

Recommendation:

The Columbus Board of Education ought to establish a practice of recruiting a percentage of its administrative and supervisory personnel from outside the Columbus Public School system.

We recommend also that the district explore creative new personnel policies such as temporary administrator exchanges with other systems of similar size; recruitment interchanges, selection of some individuals not trained in the field of education for particular administrative positions in the district; and the adoption of an experimental philosophy encouraging the appointment of one or two "non-education" persons to serve as school principals.

Implementation:

(1) The school system should take steps to employ several administrators from outside the Columbus Public School system as vacancies occur moving toward a time when a balance of appointments, inside and outside, might be achieved.

(2) The cadet principal program should be strengthened through a more prominent linkage with colleges and universities. Persons in the cadet principal program should not all be appointed in Columbus. Perhaps a number of each year's group should be expected to find employment in other school systems.

(3) The district should work directly with several other school districts in the United States to achieve temporary exchanges as well as administrator "trades." Columbus should identify promising young people with potential administrative talents and develop ways of sharing lists of such personnel with other systems such as Minneapolis, St. Louis, Denver, Cincinnati, Dayton, Pittsburgh, Buffalo and the like. Close collaboration among the personnel departments in cities of this size should lead to fruitful talent exchanges and as a product stimulate growth and improvement in all of the cities that are a part of that network.

Exchanges developed on a year basis might involve people of long experience. For example, an associate superintendent for personnel might usefully spend a year filling his counterpart's position in another district. It would provide each firsthand an opportunity to learn about the practices that exist in the other's location. The district could provide travel expenses at a modest level to assist in the implementation of this policy. Similarly the district may wish to work out such exchanges with colleges and universities as well as new education businesses such as the General Learning Corporation. Exchange programs should be planned and implemented as early as 1969-70.

(4) Discussions with the State Department and its Division of Certification should get underway relative to experimental approaches to filling administrative and supervisory positions. The support for employing non-educators is growing across the country. It would be useful for Columbus to experiment with such an arrangement in one or two situations at the building level. It would likewise be appropriate to employ non-certified individuals in central office administrative posts. Such practices would be particularly relevant in the business and personnel fields as well as in research, evaluation, planning, human relations and public relations. The study team does not suggest that this be done on a large-scale basis nor that extraordinary concessions be obtained from the State Department Certification Division. It does recommend that modest attempts be undertaken to employ personnel trained in other fields.

Columbus Educational Fund

Every school in the United States has a large reservoir of talent and creativity which for one reason or another is never fully activated productively in the interest of improved education. There are many explanations for this phenomenon. Part of the problem relates to human difficulty on the part of some administrative and supervisory personnel to recognize talent. Similarly the load of keeping a system functioning smoothly precludes much attention to internal talent searches. Creative people too, often feel that school systems are disinterested in their special abilities.

School systems should, however, make special efforts to find talents and utilize them wherever they can.

Recommendation:

The Columbus Public Schools, in cooperation with the greater metropolitan area, should establish a Columbus Educational Fund.

This fund should be seen as a source of support for special study purposes, research, inservice programs or other worthy notions submitted by teachers, administrators, students or others from the Columbus Public Schools. (In effect this recommendation calls for a significant expansion in the present annual practice of using gift funds to provide deserving teachers with small grants). A committee of teachers should be appointed to be responsible for the administration and allocation of funds committed to their care. Such a body would solicit the submission of experimental ideas for funding. For example, a teacher may wish to experiment with a new idea in her classroom; such an experiment may call for resources beyond those available directly through district funds. Moneys may be needed for outside consultant help or for the purchase of equipment or for the collection and appraisal of information about her experiment. Similarly, a principal and members of his faculty may wish to submit a request for special support. It may relate as well to the testing of an exciting new educational venture. Funds may be used for research purposes; they may be used for a special type of in-service education involving a part or all of the faculty; or they could be made available to student groups and parent groups. The only criterion would be the possession of an exciting, new, educationally promising idea.

Implementation:

(1) The Board of Education should establish a Columbus Educational Fund during 1968-69. The initial allocation for this purpose could be $50,000. The second allocation for subsequent years could be more than the initial amount, depending on the first year's experience.

(2) A committee of teachers responsible for the administration and distribution of funds should be established.

(3) Steps should be taken to enlarge the fund through the solicitation of private contributions. There are individuals in the community or the greater metropolitan area who may wish to make contributions to

this fund if they understand its purposes.

(4) Policies and guidelines for grants should be circulated among all the professional personnel in the Columbus Public Schools so that preparation of applications could get under way early in 1968-69 with a view towards the initial allocation of moneys early in the 1968-69 school year.

(5) Associations such as the Columbus Education Association and the Columbus Federation of Teachers might develop the policy of making major annual contributions to this fund. Since the professional personnel of the district will be the most prominent group of persons seeking such resources, it seems reasonable that they should also make contributions to this important purpose.

Metropolitan Area Educational Laboratory

The growth in educational needs experienced everywhere in the last three decades has introduced many strains on society's capacity to manage its educational problems. One noticeable strain has been in the preparation of professional persons to work in our schools--teachers, school psychologists, counselors, special education persons, school social workers, administrators, planners, plant specialists, etc. Similarly the hopes that research and development activities could be accelerated and substantially strengthened here often have been dashed on the rocks of despair.

Despite a gradual increase in the numbers of professionals prepared by colleges and universities and a step up in the dollars, especially federal moneys allocated for research and development in education, the gap between need and performance is increasing. The "laboratory" for education was at one point in our history thought to be best served by laboratory schools. But such schools are rapidly being abandoned. Most of the universities in the Big Ten have either discontinued such schools, reduced their scope or converted them to new purposes. Research conducted in laboratory schools has been limited in quantity, criticized for its non-relevance to public school settings and under-financed. Due to the numbers of persons to be professionally prepared, laboratory schools could not offer the observation, curriculum materials preparations, or practice teaching opportunities needed either.

The needs that laboratory schools tried to serve have not disappeared however. Research must go forward; materials must be designed and tested; teachers must be prepared. A new laboratory "concept" is in order.

A Metropolitan Educational Laboratory based on a partnership including public schools, non-public schools, colleges and universities as well as other members such as educational television, museums, civic music groups, and the like would provide a healthy linkage between sets of institutions which have considerable natural interdependence.

The need for a setting where educational research and development can go forward as well as a strong new vehicle for the organization of field experiences related to professional preparation could be met through this partnership. A laboratory "school" could be created with membership in that school distributed about the metropolitan community. Classrooms in several districts as well as non-public schools could be designated as laboratory classes; the teachers of these rooms could hold membership in a group to be known as a "laboratory faculty." This laboratory classroom network or "school" would be tied to the Colleges and Universities through an appropriate administrative structure.

The initiative for the arrangement of the laboratory rests with the institutions of higher education since they must depend on the school systems, public and private, to provide field experience locations. In the current climate of innovation in teacher education the time is at hand for a thorough review of the relationship between school systems and neighboring colleges and universities. It is also timely because of the growing interest in educational research and development.

The Laboratory could become the vehicle for coordinating student teaching, stimulating research and experimentation in an organized way and testing curriculum materials for broader dissemination through the school systems served by the laboratory. The financial support for the laboratory would necessarily have to come in large measure from the colleges and universities.

The study team does not choose to make a strong recommendation relative to the laboratory since the initiation should come from institutions of higher education. The study team prefers to invite the Columbus Public Schools to join with other school systems in the exploration of the Metropolitan Education Laboratory idea. The College of Education at the Ohio State University intends to take the initiative in convening a group to explore the concept further in the near future.

V. SCHOOL SYSTEM ASSESSMENT AND ACCOUNTABILITY

Introduction

Throughout the period of our work as a study team we have heard one question repeatedly: "How well are the Columbus Public Schools doing?"

There is little doubt that this matter is a prominent concern of parents in Columbus as in most other school districts across the country. The question is asked honestly and humbly and in many cases by parents who are not particularly uneasy about the schooling received by their own children. People would like to know within reason how their educational dollars are being spent. Even more important, they would like to know the quality of the return on their educational investment. This is a modest request. School officials should be expected to provide satisfactory information about the performance of the enterprise. It is equally important that such information be available to school officials: teachers, administrators, and school board members.

Having acknowledged the importance of assessment and accountability, it must be said that the accumulation of adequate information upon which to base an appraisal of a school system's performance is an extraordinarily complex and difficult task. This difficulty, however, should in no measure excuse school systems from providing adequate information for parents, taxpayers, and other interested citizens.

The recommendations which follow are designed to strengthen the system's ability to meet external and internal information needs. They also support and reinforce recent actions that the Board of Education has taken to improve the system's capacity to answer important performance questions.

Office of Evaluation and Research

The Board of Education in May authorized the establishment of an Office of Evaluation and Research. The study team is encouraged to note this development and commends the Board and administration on the creative design chosen for the organization and administration of the office. The functions described for the office are praiseworthy. Within a reasonable time it should contribute effectively to the improvement of the school system.

The Board must continue to support the office with financial resources, space, and personnel sufficient to keep pace with what will certainly be growing demand for its services. One of the points made over and over again in this report is the need for sound information about the school system and how it is performing its many duties. Because the value of sound data upon which to base decisions at all levels in the school system will become increasingly apparent, there is real danger that a snow-balling of demands upon this new office will occur. Unless the Office of Evaluation and Research is capable of keeping pace its usefulness will be diminished. The Board has the obligation to protect this usefulness through adequate resources.

The Office of Evaluation and Research must relate closely to the offices of planning and information as is called for in the school system's plans. Planning is dependent upon information produced through evaluation and research. The evaluation, planning, and information offices offer a substantial new resource for everyone--the Board, administration, parents, teachers, and community leaders interested in education.

Recommendation:

The Board should support generously its new Office of Evaluation and Research.

(1) The creation of this office is so crucial that extraordinary effort should be made to see that it begins operation as soon as possible.

(2) The design calls for the appointment of several new persons with special talent and training. Steps should be taken to secure these individuals immediately. No compromises should be made in the selection of persons to fill positions which call for special qualifications. The office will be effective only if it has the specialized staff necessary to do the job.

(3) The Board needs to follow the development of this office closely to ensure that it has adequate support. It is well known that schools spend almost nothing on evaluation and research. Successful businesses and industrial concerns invest generously in research, often at the rate of five per cent of their operating budgets. If the Columbus Board were to commit one per cent of its budget to this purpose, it would provide $580,000 annually. This amount would be a good beginning.

(4) Other recommendations in this report call for the creation of regional sub-districts. The Office of Evaluation and Research should remain as a central office function with special arrangements developed to service each of the sub-districts.

Testing Children and Sharing Results with the Community

There are many problems related to testing children and the use of the information which tests supply.

First of all, there has been some doubt among test specialists, teachers, and laymen about the reliability of some tests, especially intelligence tests. Leaders in the testing movement such as Allison Davis at the University of Chicago have maintained that there are many factors that make up intelligence. Furthermore, some instruments used to appraise intelligence are culturally biased. Such tests, because of imperfect construction, fail to take into account features in the background of children which contribute to or detract from test performance. For example, enough doubt about the value of intelligence tests arose in the New York City Schools that a decision was made to abandon them.

A second problem has to do with the use of test information by parents. Many parents understand the meaning of terms such as intelligence quotient (IQ), achievement level, national norms, over-achiever, underachiever, and the like. But many parents are also mystified by professional language and ignore test results. They prefer to review the report card.

However, a growing number of parents do understand test scores and want to know in considerable detail how their children are achieving in school. Parents also want comparative information--how their youngsters compare with others in the same room. Similarly parents are interested in how their neighborhood school compares with other schools. Because parents are becoming increasingly sophisticated in their ability to use test information, attempts should be made to make such data available to them and to the public at large. This can be a positive way for schools and families to work together.

A third problem is the difficulty laymen have in understanding the close relationship between the socioeconomic level of the neighborhood and the academic achievement of youngsters. Neighborhoods with parents of good income, higher levels of education, and culturally-rich lives will have schools where children achieve at a high level. Where evidences of middle class culture are not present, the achievement of children on middle class tests will be less impressive. Many laymen have a difficult time understanding why this is so.

Columbus has maintained a policy of releasing a student's achievement test profile to his or her parents. The profiles are a copyrighted technique developed by the Columbus schools. The information available to parents through the individual student profile is limited. The school system has not released data on entire schools or the district at large.

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No comparisons among schools are available publicly or privately. Moreover, school officials do not know how well Columbus youngsters are achieving across the city in such important areas as arithmetic, reading, and spelling. Each building principal makes decisions about his own testing program, choice of tests to be administered, and use of the results. Such a policy provides freedom for each building, but does not offer a sound basis for comparing performance within the system as a whole.

Our study team faced its most difficult and frustrating assignment in its attempt to make sense out of the district's test information. Many different types of tests were used in the various buildings. The conversion of profile data was extraordinarily difficult. Complicating matters further were the time constraints under which the team was working and delays in computer programming and analysis. This experience was very discouraging to team members assigned to this problem. Their distress was probably similar to that experienced by citizens who would like to understand more clearly how youngsters in their schools are developing.

Recommendation:

An annual report of school achievement, including test results, should be made to the community. Such a report could include follow-up information on graduates, changes in pupil achievement, new types of testing that are being tried, characteristics of the student body being served, and, where appropriate, comparisons with other school systems.

(1) Planning should go forward in 1968-69 for the establishment of a system-wide testing program developed in consultation with respected test centers such as Educational Testing Service, Princeton, New Jersey. The testing program should include features which will aid the school system in assessing itself as a system and in assessing components within the system, such as grade levels and buildings. The program should be at least partially implemented before the end of the school year.

(2) Principals and teachers should begin work on improved ways to organize, interpret, and communicate test information and related data to parents.

(3) One or more Parent-Teacher Association meetings might be given over to a discussion of the testing program, the tests that are used, and the meaning of results.

(4) The central office should work also on the most effective way to release city-wide test information to the Columbus community.

(5) Personnel in the new Office of Evaluation and Research should work, again with outside consultant help, on the most effective ways of organizing and communicating test data to teachers. Information about student performance must be available as a basis for decisions on curriculum and personnel. Test information should be related to the previous year's performance, socioeconomic characteristics of the neighborhood, characteristics of the teaching staff, and special programs and services available.

Regional School Assessment Committees

There is considerable interest currently in ways to make the schools more responsive to educational needs. Some large city school districts have taken steps to create new ways of involving citizens in arriving at important educational policy. The creation of mini-boards is such an example; the establishment of neighborhood advisory councils is another.

Frequently these groups are formed in response to extreme pressure. They are often thrown together hastily and imply much more authority than school boards can legally delegate to them. We do not recommend the establishment of sub-district or building level operational policy groups at this time, although such organizational changes may become desirable in the future.

The pressure for such new partnerships in school affairs grows out of an increasing public desire to have an active say in school policy--a more significant part than the usual P.T.A.'s or general advisory committees provide. There is a genuine need for better understandings as well as a sense of participation in most school districts, suburban as well as city. The Commission's hearings and meetings with individuals and groups confirm the need in this city for improvements in communication between the schools and their constituencies. Feeling runs very high on this point. People want to be informed; they want to understand; they want to participate; and above all, they want to be confident about the quality of education their children are receiving.

Recommendation:

Regional sub-district school assessment committees should be established in 1968-69; new decentralized lay policy-making bodies should not be formed at this time.

(1) The sub-district assessment committees should have twelve members. They should meet at least once each month and present a report at least annually to building level faculties, P.T.A.'s, and other interested citizens, as well as the Board of Education.

(2) Membership on each assessment committee should include three teachers chosen by teachers' organizations, two students selected by the Superintendent of Schools, one principal elected by the Principals' Association, and six community leaders to be appointed by the Board. The regional or sub-district administrator should have ex-officio membership on the committee.

(3) The regional or sub-district committees would serve such purposes as the following: review achievement and other test data; discuss boundary changes; react to proposals for curriculum change; mediate community-school grievances; examine enrollment changes and mobility patterns; counsel about community resources that can strengthen school programs; discuss drop-out and graduate follow-up statistics; evaluate disciplinary practices; and report to building level groups each year as well as to the Board of Education.

(4) The regional committee should organize, keep minutes of their meetings, and call upon the regional office for secretarial assistance whenever necessary.

Principals at the building level may wish to establish similar committees to assist them with school improvement.

The Professional Organizations

Assessment and accountability can be achieved in several ways. The earlier recommendations in this section are concerned with partially internal and partially external evaluation (assessment committees) and internal appraisal (the Evaluation and Research Office and strengthened testing policies). We believe that further strength can be achieved through introspection by professional groups.

It is a paradox that the persons who are most closely associated with the educational lives of today's young men and women, those who work daily with them and who continue in positions of professional responsibility in public education, often do not take public positions on the basic educational problems of our time. This study team has been perplexed by this circumstance. Professional organizations should make known their positions on such questions as equal educational opportunity, segregated public education, compensatory approaches to the reduction of educational deficiencies, and central curriculum questions that are related to these basic issues.

Recommendation:

Educational organizations in Columbus should establish this summer special policy committees to review the issues in equal educational opportunity and present positions to their memberships on these questions. The teacher organizations could then during the first two months of 1968-69 study such policy statements and take action on them during the month of November. They should review the recommendations of the Commission as well.

In keeping with the first suggestion the Columbus School Board should do whatever is necessary to encourage the various professional organizations functioning within the Columbus school district to move toward truly professional status.

Responsibility and authority for admitting persons into the ranks of professional groups should be developed by the professional organizations involved. If members of the professional organization can play an important role in screening and accepting members into their professional groups, then the organizations themselves have a stake and a responsibility in the quality of persons who work in the Columbus schools. Screening committees of the professional organizations could check credentials and interview candidates for various positions before recommendations for employment were made to the board.

Professional organizations should also be encouraged and supported in their efforts toward staff development. In-service education and supervision, for example, should be a joint responsibility of the Columbus Public Schools and professional organizations. New and different ways of sharing effort for upgrading of staff, improving instruction, and disseminating new knowledge must be created. The Columbus School Board has the legal responsibility, and the professional organizations have the professional responsibility to see to it that every child in the Columbus schools is taught by the most competent professional person available. Selection is one aspect of the operation to assure competence, but the district must also "grow its own," and that means sharing responsibility for continued professional growth among those who are most affected and concerned.

Professional organizations should also be encouraged and assisted in their efforts to move toward truly professional status by devising self-regulatory means within their own organizations to cope with problems related to behavior of professional staff persons. The proportion of unprofessional, unethical, and ineffective teachers and administrators is undoubtedly small, but those who may exist and function in the Columbus schools should be identified and dealt with by the professional organizations themselves.

VI. THE BOARD OF EDUCATION

A board of education performs two inseparable functions. One is to manage a public school system that meets the needs of the city. In this policy-making function, a board must be aware of the continuing need to examine and assess the performance of the school system, in terms both of the policies it has already adopted and the changing needs of the community.

The second function is to represent the people in the management of that system, to direct the schools in a way that will maintain popular support of the schools. This means that a board of education must communicate with its public; it must have some sense of what the public wants and it must at the same time let the public know why the schools are run the way they are. When a board decides on the basis of professional advice and its knowledge of the community to adopt policies of some consequence, it is obligated to explain its action. It is in this sense that a board of education not only must represent the people; it also must lead them by building support for policies that it believes are best.

A school board can keep faith with its constituents only by recognizing popular opinion in all its variety as important and legitimate. Demands must be faced and somehow dealt with. In order to do so, a board must have available to it procedures, institutions, and attitudes that permit the schools to receive opinion openly from every quarter and to respond to public criticisms by listening, acting, and explaining. A board of education must be prepared to defend its decisions, to accept criticism and adopt specific remedies where offered, or to conciliate and compromise different groups and points of view, as the situation warrants.

There are many ways of dealing constructively with conflict and complaints: through administrative procedures, public information programs, consultation with neighborhood groups, parent-teacher and parent-principal conferences, and especially personal respect of the school staff for the concerns and worries of parents and other citizens.

But the fundamental institution through which a community deals with general questions about schools is a board chosen by the people. A successful program of public education requires that the people and the board be able to work with each other.

This section is based on interviews, conferences, examination of written materials, and observation of public meetings of the Board of Education. Individuals interviewed include all members of the Board of Education who have served during the last two years, officers and representatives of several organizations and institutions interested in the schools, and other individuals who have observed school affairs closely. Many individuals and groups were heard from at public and private conferences with the Commission and staff. Newspaper reports, official records, and various documentary materials were examined as well.

Selection of Members

The formal means of popular control of the Columbus Public Schools is election of the Board of Education. As the study guide for the 1963 Neighborhood Seminars states it, "Because Board members are elected directly by the people, it should be evident that control of the Columbus Public Schools actually belongs to the people themselves."

Despite the existence of school board elections, however, it appears that the election process does not provide for clear expression of the popular will. This is because voters often have limited choice of candidates, they have limited information about the candidates who are running, candidates apparently make only modest efforts to discuss school policies, and there has been almost no organized effort to reach and inform people and encourage their participation.

The seven members of the Board of Education are elected for four year terms in November of odd-numbered years. The same ballot is used to elect officers of city government and courts--mayor, council, judges--and members of the School Board. Four Board members are elected one year (1963,1967,etc.) and three in alternate elections (1961, 1965). Candidates are nominated by petitions signed by 25 voters or at least one per cent of the electors voting for governor at the last election, whichever is greater. When a member leaves the Board by death or resignation, the vacancy is filled through appointment by the Board itself.

For a number of years the Board of Education has been almost a self-perpetuating body. Of 15 new members joining the Board since 1950, nine have been placed there by appointment rather than election. Once on the Board, members are rarely defeated. Incumbents ran for reelection 28 times between 1950 and 1968; they suffered only two defeats. Of the 15 changes in membership during this period, all but those two were due to death (2), resignation (7), or a decision not to run for reelection (4).

Most school board elections have not been contested. In 1951 five candidates ran for four posts, but voters did not have a choice of candidates again for 10 years. An incumbent was defeated for reelection when four people sought three seats in 1961, but the loser was immediately appointed to fill a vacancy caused by resignation.

In recent years the pattern has changed somewhat and present board membership reflects the change. Three members of the present Board first joined by appointment, but all three have since won at least one contested election. The other four members were elected to first terms; all have won contested elections at one time or another. This is the result of contests in 1961, when four people sought three seats; in 1963 when 10 candidates ran for four seats; and in 1967, when six people sought four seats.

Even in contested elections, however, voters have hardly any basis for deciding among candidates. Members of the Board have traditionally made little effort to talk to large numbers of voters or to make known their views on school policies. This is changing, and as competition has grown, successful candidates tend to be persons who have made at least some effort to campaign for office.

A few candidates have organized coffees or other meetings for themselves; a number appear at Republican and Democratic ward and neighborhood meetings to speak for two or three minutes along with candidates for municipal offices. Some candidates have tried to speak to as many other groups as possible. Some have distributed cards or small circulars about their candidacy.

Some organized campaign effort has begun to appear, but it is meager. If their seats have been challenged, incumbents usually have run as a group. In 1967 the four members seeking reelection used a common brochure. They were supported by a parents' committee, which distributed the brochure at club meetings and assumed the task of telephoning voters. In 1963 two incumbents and two others (who did not win) joined together for campaign purposes. Neither the political parties nor Parent-Teachers Associations or other prominent organizations usually make endorsements, though occasionally some of their members individually help candidates.

Unless a voter meets a candidate face to face, he is unlikely even to know when a school board election is taking place. Newspapers report almost nothing about school board elections before or afterwards. Except in a few instances candidates do not make public statements or try to win general public attention. The only detailed information generally available in the past has been a pamphlet published before every election by the League of Women Voters. The pamphlet includes biographical data and a short statement by each candidate for school board and other offices. The Columbus Dispatch normally publishes biographical information and pictures in the Sunday edition before the Tuesday election; it reports nothing about issues or programs. There is virtually no coverage by television and radio. Candidates do not advertise. The Dispatch sometimes endorses incumbent candidates for re-election; sometimes it does not.

The number of votes cast for candidates for the School Board reflects voters' lack of interest, lack of information, or both, and the absence of campaign organizations. In November, 1967, about 375,000 votes were cast for eight nominees for city council. The six candidates for Board of Education attracted about 280,000 votes, a substantially smaller number.

Board Organization and Operation

The Board elects a president and vice president from among its number on the first Monday of January each year. The President presides at meetings, appoints members to committees, and serves as a member ex officio of each committee. By custom the oard chooses a new president each year and the office rotates among members. Although some members have held the office more often than others, or first served as president earlier in their tenure, each present member of the Board has served as president at least once, except one who joined the Board just five and one-half months ago.

The Board works through a Committee of the Whole, chaired by the President, and three committees with particular areas of responsibility: buildings and sites, curriculum, and finance. Each of the last three committees has three members, one of whom is chairman. Each Board member (except the President) serves on one or two committees. The President usually assigns members to committees on which they ask to serve.

Committees meet regularly once a month or more often at the chairman's call. Although technically open to the public, meetings are never announced, so are in fact closed. Board members are free to attend all meetings, and individual members often meet with committees to which they do not belong in order to discuss matters of special interest. Each meeting is attended by the Superintendent or his assistant and by assistant superintendents or other staff concerned with matters under consideration.

Most of the formal action taken by the Board is in response to requests by the Superintendent. Decisions on building repair, for example; book selection; appointment of personnel--these and most others are usually routine matters on which the Board must make a final decision. Committees traditionally have met principally in order to review the Superintendent's recommendations and to discuss alternatives.

The Board meets as Committee of the Whole to resolve differences that arise in smaller committee meetings and to give members an opportunity to discuss actual or potentially controversial matters with each other and with the Superintendent before official action is taken.

Members of the Board of Education are not paid for their work. This does not of course diminish the obligations or demands of the job, which the members seek. The amount of time devoted to board business varies with each member. In the last year most members spent about 10 hours per week on all aspects of the job, though one reports no more than four and another up to 30.

The Board in Public Meetings

The Board can take legal action only at a meeting open to the public. In accordance with this requirement, the Columbus Board regularly meets at 4 p.m. on the first and third Tuesday of each month in the assembly room of the central administration building. These meetings are open to the public and reported in the news media. They provide the only opportunity for the public to see the Board act and to know what the Board does. They also provide the only opportunity for organizations and individuals to speak to the Board as a group and for the Board to hear them. Neither of these opportunities appears to be used for the greatest benefit of the Board and the public. In fact, board meetings as they operate now sometimes misrepresent what the Board does and seem to frustrate many citizens interested in school policy.

The average citizen attending his first meeting of the Board of Education finds it uninformative. He has difficulty identifying individual members of the Board. The Board sits in the front of the room; spectators in the back half. Only the President and the Superintendent directly face the spectators; the other six Board members face each other, three on each side of a U-shaped table. Sitting between general spectators and the Board are a number of other observers: members of the administrative staff and representatives of the teachers' organizations.

The citizen cannot hear much of what is said. Board members direct their remarks to the President in the front of the room, the Superintendent, or occasionally to members of the staff. They do not speak loudly and voices do not carry.

What is said at meetings usually is not very informative, however. After an opening prayer, the Superintendent presents his recommendations. He reads them from a prepared agenda, which is also in the hands of the Board (Board members received it the preceding Friday.) The normal response of the Board is a motion to approve, a second to the motion, and a unanimous vote of approval. The meeting proceeds rapidly in this way: the Superintendent reading in a loud clear voice, the Board members voting yes when their names are called on each motion. The Superintendent does most of the talking and his recommendations are virtually always approved by unanimous vote.

After the Superintendent's report, the President calls for reports from committees. Committee chairmen make recommendations in the same manner as the Superintendent (although they are more difficult for spectators to hear.) These usually provoke little if any discussion, and also are approved without dissent. In the last two and one-half months, two reports provoked some discussion and the Board voted to postpone consideration of them until the next meeting.

After the Board has acted on recommendations, it often provides opportunity for spectators to speak to the Board, though occasionally public participation is cancelled without notice. Persons who have previously declared their intention to speak are recognized. Each person is allowed to speak for five minutes.

Board meetings are neither long nor frequent. In the last two months the average length has been less then one hour and 15 minutes. In the eleven week period since April 1, the Board, following its regular schedule, has held five public meetings.

Public Board meetings conducted in this way have not proved satisfactory as a means of informing the members of the public who are present or of informing the general public through newspaper, radio, and television reports. The public does not learn what matters are under consideration by the Board except in the most formal sense. Moreover, it does not learn what members of the Board think about these matters whether they are under consideration or already decided. There are several explanations.

The Board almost never discusses policy in public meetings. These meetings are used by the Board to ratify decisions made elsewhere. Members do not discuss reasons for their action, even when the subject of their action has been a matter of concern and even controversy in the community. Neither the members nor the Superintendent explain policies adopted or actions taken. Their remarks are usually brief and quite general. Because routine decisions dominate most board meetings, persons in attendance sometimes find it difficult to distinguish important actions from approval to pay recurring bills.

Public understanding is also reduced by the fact that members of the Board do not disagree in public. Last April one member voted against a recommendation of the Superintendent and the curriculum committee; this reportedly was the first negative vote in years, though there was one abstention earlier this year. Both were so unusual as to be remembered by Board members as notable events. The problems created by the appearance of unanimity are important.

One result is that the Board, for all of its good intentions, does not appear to be grappling with serious problems facing the schools and the community. When there are serious differences in the community about school policy, as there have been in recent years, it is difficult for citizens to believe that some of those differences are not represented on the Board. When the Board is asked to adopt certain policies, but chooses not to do so, the advocates of these policies often protest that the Board has paid no attention to their requests. The Board has little defense against such charges. Its deliberations have not been in open sessions. Moreover, when the results of deliberations are announced, it often is done quietly without explanation as if the Board's decision were the only one possible. The Board never indicates that it deliberates and perhaps compromises several recommendations in order to reach the best decision in particular circumstances. Therefore, the Board often appears to have dismissed serious public demands without due consideration. Even if the policy finally adopted is a good one, the Board's effectiveness as a representative public body is undermined.

Not only does the public not see that different points of view are given attention, it is also denied the opportunity provided by disagreement for hearing reasoned justifications of alternative points of view. Whatever information and knowledge is brought to bear in private discussions of the board never make their way into public discourse except in defense of the one policy that is adopted.

Finally, by excluding controversy and genuine deliberation from public meetings and by voting unanimously on recommendations agreed to in advance, the citizens have difficulty in knowing how to vote intelligently in school elections. The citizen cannot judge incumbent members on issues or on their performance on the Board, because both kinds of knowledge have not been made available to him.

The Public at Board Meetings

Public meetings of the Board are not only the sole opportunity for the public to see the Board at work, they are also the only formal opportunity for the Board to see the public. They provide the only regularly-scheduled opportunity for individuals speaking for themselves and for organizations to address the Board as a body and for the Board to receive public testimony. Nevertheless, board rules and customs discourage the use of meetings for these purposes.

The Board meets only twice a month and usually for no more than two hours, at 4 p.m. when many people have difficulty in arranging to be present. When they arrive, spectators and visitors are asked to sign a list indicating their presence.

Persons who wish to speak are required before the meeting begins to identify themselves and make a request for time. When called on, speakers usually are limited to five minutes each. Despite the reasonableness of some of these procedures, they appear to antagonize a number of people unnecessarily. Moreover, they can be used to discriminate against even the most reasonable critics of the school system. For example, time-keeping appears to be casual, so that on occasion persons friendly to the Board are allowed more time, while critics usually are kept within the five minute limit. Sometimes Board members interrupt with questions, yet require speakers to stop talking after five minutes have elapsed.

Often the Board appears uninterested in what citizens have to say. Even accounts of astonishing incidents alleged to have occurred in the schools, presented calmly and respectfully, may elicit no questions from the Board.

The Board sometimes expresses hostility toward citizens who criticize the schools. Members frequently tell a witness that his complaint is groundless because he is poorly informed. Yet Board members rarely use the opportunity to explain policies and programs which may satisfy a critic's demands or to describe the results of investigations that may already have been made into specific situations being discussed. Critics of the schools who have taken the trouble to bring their criticisms to their elected representatives often leave Board meetings angry and frustrated because they perceive their appearance was treated with resentment and disrespect or, at best, indifference.

The Board apparently allows public testimony at meetings because it feels obligated to do so. Members indicate that they do not believe it is productive or helpful. Several arguments are used to support this view. One is that the proper role of the Board is to make policy, but not to interfere in administrative matters. Yet, even though a general policy of referring complaints to appropriate administrators may be sound, the Board is the ultimate agency for appeal. Citizens elect a board so that they will have representatives and if necessary defenders in the administration of the schools. The Board exists partly to provide access to persons who have received responses from the administration which they consider unsatisfactory. Thus the Board must receive serious complaints with sympathy and an open mind. If complaints appear to be unjustified, the Board should make an effort to explain matters as it sees them. If policy changes are suggested but not adopted, the Board should attempt to explain its action and policies.

A second reason for opposing public testimony at meetings is that the Board believes it already considers all views and does its best. Criticism is regarded as an attack on the Board's good will and its competence. This attitude seems to rest on the assumption that there are no legitimate differences about what the best policy for the schools should be or that, if there are, the Board knows about them.

As suggested earlier, the Board cannot expect to operate without public expression of disagreement. Open testimony by citizens before the Board should be recognized as an opportunity for critics of the schools to make their criticisms, for the Board to show its willingness to consider all phases of public opinion, and for the oard to explain in public what the schools are doing and why. The greatest testimony to a school board's good will is that people with doubts about the schools are willing to express their doubts to the board in public. It is when opponents of school policy decide that they have no public forum in which to operate except the streets that the board has lost the confidence and respect of citizens.

Informal Consultation Between Board and Public

Formal meetings of the Board do not, of course, provide the only opportunity for citizens and the Board to communicate with each other. Citizens and members of the Board can and do talk privately both as individuals and in groups.

The Board does not make an intensive effort to talk to the community at large or to particular groups and audiences. As a rule, Board members do not talk to representatives of the news media for publication, although they occasionally do so immediately after public Board meetings. When asked to comment on school issues, Board members usually refer reporters to the Superintendent or the President of the Board. Virtually all announcements and information about the schools except what comes out in public Board meetings is issued by the Superintendent or his staff. Moreover, most members do not speak often to civic and school organizations.

Members of the Board do, of course, initiate and respond to conversations with individuals speaking for themselves and as spokesmen for organizations. The Board as a whole or through representatives sometimes seeks out spokesmen for certain viewpoints and segments of the community. For example, when tax levies and bond issues are to be submitted to popular referendum, the Board has for many years worked closely with the Metropolitan Committee, believing its support will help win a favorable vote by the electorate. The Board looks to other established organizations, such as the Columbus Area Chamber of Commerce, or officers of individual firms, when it wants to assess the effects of school policies on business interests in the city.

One concerted effort to stimulate wide public discussion and elicit public opinion on school policies was made by the Board and administration five years ago. More than 4,000 citizens took part in a series of three neighborhood seminars held in every school in Columbus in May, 1963. A study guide was prepared, citizens were urged to attend, some 1,737 recommendations were made, and reports on the seminars and their subsequent examination by the administrative staff were published and distributed, the last in March, 1965. This effort reportedly was well received by the community.

Historically members of the Board have heard from the public most often when parents have had questions about situations involving their own children. In most such cases today Board members refer parents to appropriate members of the school staff, sometimes making appointment for them. Board members usually suggest that people with complaints or suggestions call the Board member again if they are not satisfied. Other individuals or organizations with questions, complaints, or recommendations about particular matters are usually treated in the same manner.

The number of requests made to members of the Board varies widely, although they are difficult to record exactly since calls from strangers are likely to be treated more formally than casual remarks by friends. However, some Board members report that they receive many calls about the schools every week, others no more than a dozen a year.

People probably choose to contact one member rather than another for a variety of reasons. There may be some tendency for people to call Board members whom they know as neighbors, business, civic, or social acquaintances. Some individuals and organizations seem to have easier access to

Board members than others. These are people who are better educated, more securely established in middle and upper social and economic circles in the city, and perhaps people who have lived in the city for a longer time. The economically and socially disadvantaged are less likely to try to talk privately to Board members, though organizations may try to speak for them. Often, however, organizations representing these groups approach the Board in public meetings. Well-established and financed groups almost always approach the Board privately.

In the last few years most criticism of the schools and most suggestions for change have come from Negroes and organizations concerned with their problems, such as the Urban League and the Columbus chapter of the National Association for the Advancement of Colored People. The Board has suffered several difficulties in dealing with these complaints. One is that it has had no tradition of dealing with the people making them. By and large the critics of the last five years have not been people who have dealt with the school Board before. Moreover, as the Board began to find ways to communicate with the Negro community, mainly through Negroes on the Board itself, new Negro leaders arose.

There has been a tendency in the Board to regard these new critics as illegitimate and irresponsible, both in terms of their demands and as spokesmen for Negro parents and citizens. This is partly because the new critics were initially unknown to the Board and perhaps because they used public means for expressing their dissatisfaction. Not only did they make complaints at Board meetings--previously a tactic rarely used--but they made statements to news media, staged a mass walk-out at a public Board meeting, and one group even organized a school boycott. The Board was not accustomed to dealing with any organized opposition, and certainly not from the ranks of Negroes and the disadvantaged. In recent months, however, the Board of Education has shown increased willingness to meet informally with representatives of the Negro community.

When criticism of the schools' treatment of Negroes began, the Board had neither formal nor informal institutions or procedures to deal with it. In December, 1965, the Board recognized the need for some systematic consultation and mediation involving Negroes and their white and Negro spokesmen and the school system. As a result, they established the Council on Inter-cultural Education.

Council on Intercultural Education

The task assigned to the Council was to identify the concerns of the community with regard to the schools and race, to evaluate those concerns and particular complaints and recommendations, and to report its findings to the administration, which would relay them to the Board. The 17 members of the Council were appointed to represent Negroes and whites and various groups: parents in the Parent-Teachers Associations, civil rights organizations, teachers, and the public at large. Members ex officio were one member of the Board of Education and two high level administrators with responsibility for special services and intercultural education.

After several months of private meetings in mid-1966, the Council held a series of informal public hearings, beginning in September of that year. The Council consulted closely with the school administration, investigated experience in other cities, and its members visited most of the schools in the inner city.

The Council made two brief public reports to the Board of Education. On January 4, 1967, it urged the Board to "establish a firm policy for the Columbus school system recognizing the desirability of greater racial diversity in the classrooms and declaring its intention to work toward that goal." In response to a request from the Board on March 21, the Council on June 14 made three proposals for implementing a policy of racial balance. The Council has not consulted with the Board or met since that time except to discuss disbanding.

The success of the Council can be judged formally in terms of its recommendations and the extent to which they have been implemented by the Board of Education. But in other terms the principal achievements of the Council point to problems that still plague the Board of Education.

The first accomplishment of the Council, as its initial report suggested, was "to provide a sounding board for the expression of varying opinions and proposals by interested citizens." Council members listened not only to people who appeared before the Council, but also to each other.

The second accomplishment was the increased understanding by members of the Council of the two general problems facing the Board itself. One is the problem of new and even contradictory demands for changes in the schools. The other is the problem of meeting those demands in terms of specific policies and programs.

The Council did what the Board might have done for itself: listened and learned and established direct ties with the public.

The Council did not continue to meet for several reasons, among them three that are related to its ability to function as intended. One reason is that its members found that they could not propose specific programs of action. They had no funds or staff. The Council felt it could do no more than react to proposals made by others--the school administration and community organizations. In addition, the Council could not deal with the Board directly, but only through an assistant superintendent of schools. This tended to reduce its effectiveness as a reporting agent and as an agency for negotiating public demands. Finally, perhaps as a result of these as well as other factors, critics of the school system on racial matters began to take their complaints and suggestions directly to the Board of Education. In short, the Council was assigned duties--communicating with the public and developing solutions--which belonged to the Board itself. Both the Council and the schools' critics apparently decided that the job had to be done by the Board.

The Board of Education has been confronted with three dramatic developments in Columbus in the last ten years. One is that the jurisdiction of the school system has grown to include a far greater number of students and staff and a much larger territory. The burdens on the system have been further increased by higher expectations of what schools ought to do for their pupils and the community. Finally, a great many people who ten years ago were either satisfied or unconcerned about the schools have now taken an active interest and demand that their viewpoints be given consideration.

The Board of Education has taken a number of steps to deal with these developments. For example, the Board established the Council on Intercultural Education to provide means for dealing with popular discontent. In the last few months the Board itself has tried to deal with popular dissatisfaction by meeting privately with groups with whom it traditionally had no direct contact. The Board has also spent more time meeting as a committee of the whole to discuss ways and means of dealing with its more serious problems. Members of the Board now spend more time conferring with each other and with groups of citizens than they did two years ago.

Nevertheless, there is a need for standard procedures and institutions to help the Board meet its twin obligations, direction and assessment of the school system and representation of the public.

Recommendation:

The Board should establish a new standing Committee for Community Relations. The Committee should concern itself with improving communications between the school system and all segments of the community.

At present this function is performed by the Committee of the Whole, the administrative staff, and sometimes not at all. The Council on Intercultural Education has assumed this responsibility, among others. But the performance of the system in these matters must be improved and the Board should provide formal means for action.

The Committee should review continuously every aspect of the school's activities in order to improve the amount and quality of information available to the public. It should pay particular attention to the continuing need for information about the Board, its decisions, and their justification.

In addition, the Committee should concern itself with recommendations for change or grievances against the system that cannot be dealt with elsewhere--for example, charges that school teachers and administrators discriminate against pupils and their parents on the basis of race or economic status. The Committee should ensure that questions directed to the Board and its members are answered.

The Committee's jurisdiction should not extend to all areas of school policy. Matters relating to buildings, curriculum, and finance should remain the concern of present committees with those names.

Recommendation:

The Board of Education should immediately adopt the practice of holding the meetings of its standing committees (buildings, curriculum, community relations, and finance) in public on a monthly basis. Meetings should be held when citizens can attend easily. Committees should follow their regular agenda of superintendent's recommendations and other matters. In addition, they should provide an opportunity for citizens to present their suggestions and criticisms. Meetings should be informal and inviting.

Members of the Board should use these meetings to discuss problems with citizens who share their concerns. Committees cannot legally act in the name of the Board. However, their deliberations should be reported and acted upon in regular public meetings of the entire Board.

Regular, open committee meetings will benefit both the Board and the public by providing a more effective opportunity for expression of public opinion. The Board will be able to hear from interested parties before policies are adopted. It can add the opinions and information from interested citizens and organizations to the professional judgments provided by the school staff. Moreover, people can intervene in the Board's deliberations at the committee stage without an invitation or private ties to Board members.

Recommendation:

Regular public meetings of the Board of Education should be conducted in such a way as to enlighten and inform the general public. For example, members might explain their votes on important and controversial decisions.

The legal requirement for taking formal action in public meetings is now being fulfilled. Beyond this, the Board should provide sufficient explanation and information so that spectators and followers of the news media will have an opportunity to know what the Board does and some of the reasons for its action. Significant differences of opinion in the Board should be expressed.

Recommendations from committees and the Superintendent should be made in sufficient detail to contribute to public knowledge and understanding. Committees should also report their recommendations on matters brought to their attention by citizens in public meetings and otherwise. The Board can also use the opportunity of public attention to report important developments in the school program.

If the Board decides to hold regular public meetings of committees, the study team recommends that the Board eliminate citizen participation in meetings of the whole Board. Although spectators should be welcomed, meetings themselves should be devoted to action and discussion by the Board and its professional staff. In this way the Board will have clearer access to the general public through the news media and the public will have a clearer view of what the Board is doing. To further this purpose, the Board should arrange for live television coverage of meetings from time to time.

Recommendation:

The Board should publish a pamphlet, perhaps entitled "If you have questions about the schools." Its purpose would be to inform parents and other citizens whom to see if they have questions, problems, complaints, or suggestions.

The pamphlet should describe Board policy for dealing with these matters and list the names and locations of appropriate persons and offices. In addition to persons to contact in each school, it should list members of the regional sub-district assessment committees, members of the Board of Education, and, as appropriate, persons in the central administration. Time and place of meetings, Board and committee membership, working procedures and areas of concern should also be included.

Recommendation:

The Council on Intercultural Education should be abolished in the expectation that its assigned functions will be performed by the Board of Education and its committees.

VII. DIRECTING AND ADMINISTERING THE EDUCATIONAL ENTERPRISE

State law requires that the Columbus Board of Education "have the management and control of all the public schools in the Columbus City School District." In fulfilling this responsibility, the Board of Education establishes educational policies which are to be implemented by the administrators and teachers employed by the school system. The purpose of the formal organizational structure of the school system is to relate the Board of Education to administrators and teachers in such a way that these policies and educational goals are implemented effectively.

As is true of any large scale organization, a city school system can be organized in many ways and no particular organizational form is perfect. Structures that are effective in some settings are often ineffective in others. However, it is possible to specify some characteristics of an effective organization.

In general, an organization is considered effective when:

(1) It achieves its objectives.

(2) It sustains itself as an organization by maintaining open communication systems and providing opportunities for members to utilize their fullest capabilities.

(3) It adapts its objectives and processes in response to changes in its environment.

It was against these criteria that we viewed the organizational structure of the Columbus Public Schools. Information was gathered by interviewing Board of Education members, selected central office administrators and principals, and representatives of agencies and residents in several school neighborhoods. Published materials such as Board of Education reports and policies were reviewed and data were gathered by questionnaires from teachers, principals, community representatives, and agency heads. Our analysis was limited by two considerations. First, the present organizational structure of the school system is currently in a state of revision. The Board of Education, on its own initiative, recently instituted steps to deal with some of the concerns set forth in the following paragraphs. Although some time must elapse before the effectiveness of these modifications can be assessed, the Board of Education is to be commended for their steps in this direction. The second factor which limited our analysis is related to the first. Because the organizational structure is presently undergoing change, it was not possible for us to examine a complete and up-to-date table of organization for the school system.

The Present Organizational Structure

The formal organization of the Columbus Public Schools is similar to that of many other large cities. The general format is shown in Figure 7. The Board of Education has policy-making responsibility for the school system, and its policies and procedures are set forth in the Administrative Guide of the Columbus Public Schools. State law requires that the city

ADMINISTRATIVE ORGANIZATION CHART
of the
COLUMBUS PUBLIC SCHOOLS
1968

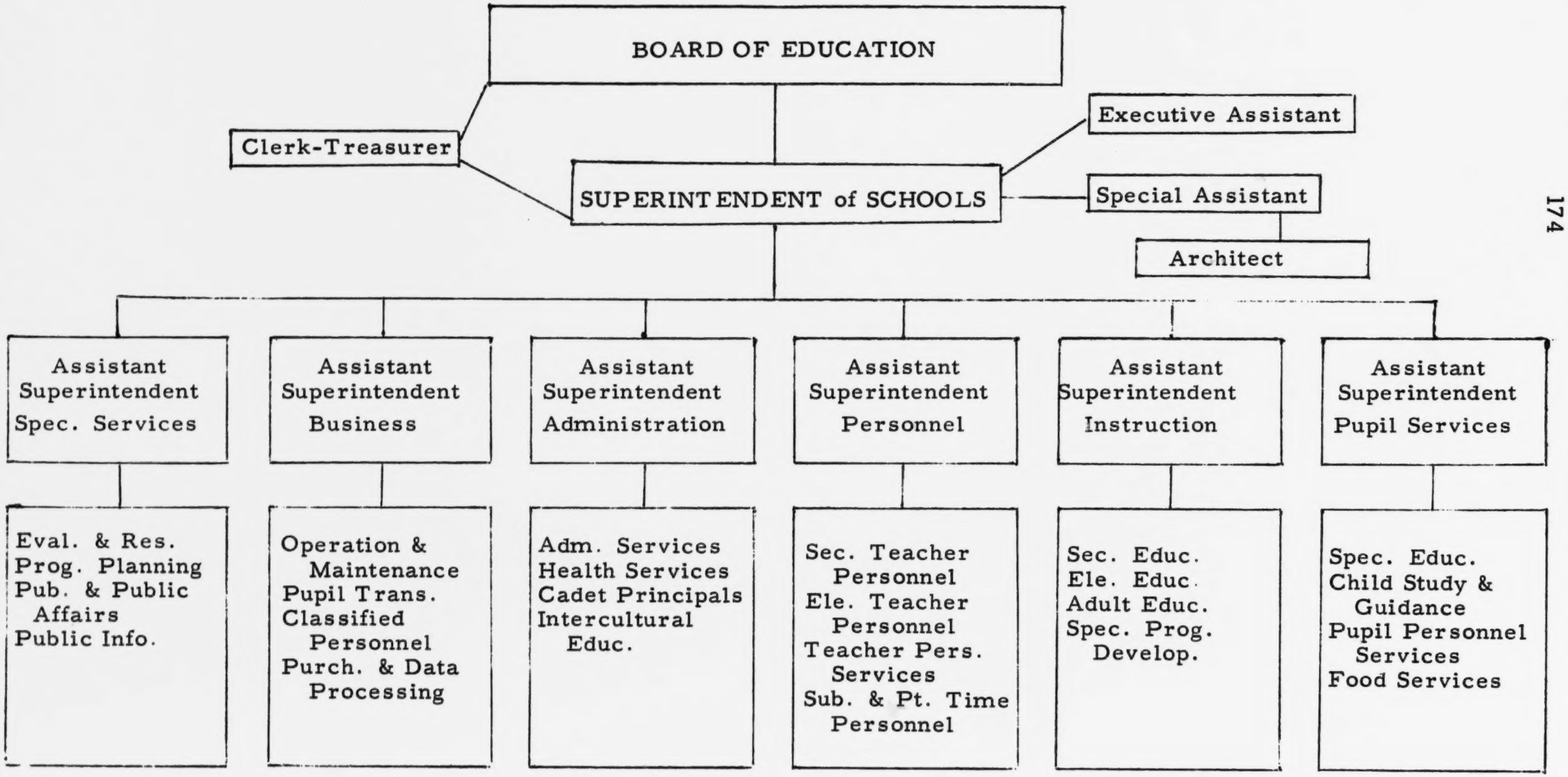
BOARD OF EDUCATION
Clerk-Treasurer
SUPERINTENDENT of SCHOOLS
Executive Assistant
Special Assistant
Architect
Assistant Superintendent Spec. Services
Assistant Superintendent Business
Assistant Superintendent Administration
Assistant Superintendent Personnel
Assistant Superintendent Instruction
Assistant Superintendent Pupil Services
Eval. & Res.
Prog. Planning
Pub. & Public Affairs
Public Info.
Operation & Maintenance
Pupil Trans.
Classified Personnel
Purch. & Data Processing
Adm. Services
Health Services
Cadet Principals
Intercultural Educ.
Sec. Teacher Personnel
Ele. Teacher Personnel
Teacher Pers. Services
Sub. & Pt. Time Personnel
Sec. Educ.
Ele. Educ.
Adult Educ.
Spec. Prog. Develop.
Spec. Educ.
Child Study & Guidance
Pupil Personnel Services
Food Services

Figure 7

attorney of the city of Columbus be the legal advisor and attorney for the Board although the Board may, if it wishes, employ other counsel. State law also requires the Board of Education to employ a clerk-treasurer to account for school funds and make all financial reports required by law or requested by the State Department of Education, the Board of Education, or the superintendent.

The chief executive officer of the school system is the superintendent of schools who is responsible to the Board of Education for "the management of all the departments of the school system except as otherwise provided by law." The superintendent possesses "the power to initiate and direct the development of policies for the approval of the Board " and may participate in the deliberations of the Board of Education but may not vote on matters to be decided by that body.

As the chief executive officer of the school system, the superintendent can delegate responsibilities to his associates and subordinates as he desires. Under the present organizational structure the superintendent of schools has two staff assistants who report directly to him. An executive assistant is responsible for developing certain reports, assisting with particular studies, acting as a liaison between the superintendent and other school and non-school personnel, and performing other work assignments identified by the superintendent. A special assistant to the superintendent is responsible for coordinating, planning, and construction related to school facility needs. A group not shown on the organization chart with which the superintendent meets regularly, is the Teacher's

Advisory Council. The monthly meeting of this group provides an opportunity for the superintendent and selected teachers from the system to discuss matters of mutual concern in the school system.

Six other persons report directly to the superintendent of schools. These are the assistant superintendents who have the responsibilities which are indicated by Figure 7. It should be noted that Figure 7 reflects some recent shifts in administrative assignments. Specifically, the Department of Intercultural Education was transferred to the Division of Administration from the Division of Special Services; the Department of Special Program Development was transferred to the Division of Instruction from the Division of Special Services; the Departments of Evaluation and Planning were added to the Division of Special Services; and a new Division of Pupil Services was created by grouping several departments previously in other divisions. Each assistant superintendent supervises several members of his own staff. The assistant superintendents, the executive assistant to the superintendent, and the special assistant to the superintendent comprise the superintendent's cabinet and meet with him on a weekly basis. Cabinet meetings are the focal point for staff participation in policy development and the making of basic program decisions within the system.

In technical terms, the existing administrative structure is "flat" because it contains only one other major administrative level. This is the level of the principal. High school principals have the assistance of an assistant principal and, in some cases, an activities coordinator who works with co-curricular affairs. A few elementary principals also have assistant principals assigned to them. The Administrative Guide indicates that "subject to the rules and regulations of the Board of Education and to the instructions issued by the superintendent or the assistant superintendents, the principal shall have the full control of his building and grounds."

One of the unusual organizational features of the Columbus Public Schools is that the principals consider themselves responsible to each of the assistant superintendents for different functions and communicate with the offices of each of these men about the respective functions. According to principals, such communication in the form of memoranda, telephone calls, etc., is frequent. Basic decisions about building level programs, personnel, and the allocation of resources are made at the central office thereby limiting the autonomy of principals. While principals report that requests which they make of the central office are refused infrequently, there is considerable evidence that they restrict their requests to items which they believe would be approved on a system-wide basis. In short, the present administrative structure appears to encourage sameness among schools in the system (except for those with compensatory programs.)

All principals meet as a group on a monthly basis with central office administrators. High school principals also meet as a separate group on a monthly basis with the assistant superintendent for administration. Elementary principals meet in regional groups with the assistant superintendent approximately four times during the year. At these meetings most of the time is given over to announcements and interpretations of policy by central office personnel and the presentation of prepared reports by committees of principals.

Strengths of the Present Structure

There are many strengths apparent in the existing structure. Not the least of these is the previously mentioned willingness on the part of the Board of Education and administration to modify existing assignments. Other points worthy of mention include:

(1) The people who work in the system appear to be extremely knowledgeable about it. Informal associations and routines have developed which help to ease the work flow. Internal lines of communication with few exceptions appear to be clear, and people have "learned who to call about what" to achieve their purposes.

(2) With the exception of shared responsibilities for the supervision of principals according to functional areas, there appears to be little or no overlap of function and responsibility at the central office level. The recent administrative changes apparently have been helpful in this respect.

(3) The Columbus Public Schools are fortunate to have many talented administrators who devote long hours to their responsibilities and who have contributed to the development of several worthwhile programs.

(4) The Board of Education and administration have expended the funds which have been available to them with care.

(5) The system has been extraordinarily successful in erecting new schools to keep pace with enrollment growth.

(6) Unlike many other cities of its size, Columbus has been able to attract and maintain qualified teachers in inner-city schools.

Problem Areas

Our survey of the existing organizational structure indicated several problems. It should be noted at the outset, however, that most of these problems are not unique to Columbus but are shared with other large city school systems. Indeed, many of these problems are less severe in Columbus than in other cities of similar size. However, the record elsewhere indicates that when small problems in urban school administration have been left unattended they often become large problems. Thus, Columbus' present good fortune is not so much that problems are shared and in some cases relatively small. The real advantage is that the necessary lead time and other opportunities for improvement are present in greater quantity than in many other cities.

One of the strengths of the Columbus Public Schools is the great loyalty of staff members to persons in leadership positions. However, this characteristic is, at the same time, a weakness of the system. Effective leadership and meaningful change are fostered by ideas born in honest dissent and open dialogue. Interviews with teachers and administrators indicate that there is need to encourage such openness and participation on the part of persons within the school system.

There is also need for greater openness between the school system and the people of Columbus. The most critical communication skills in human organizations are the capacity to listen with sensitivity and the willingness to respond with candor. Although the Columbus Public Schools are recognized leaders in the development of public information materials, they have given less attention to establishing bases for meaningful interchange with the community. The growing heterogeneity of the Columbus population has led to new expectations and, in some cases, cleavages of opinion about the role of schools in society. In such a setting, it may well be that what is done is no more important than how it is done.

If involvement in school affairs is to be meaningful to citizens, they must be given sufficient information to assess the present state of school programs; and their participation must be sought on appropriate matters before conclusions are reached. Moreover, while it is important to provide the public with accurate information about present school programs, defense of these programs--no matter how strong they may be--must not be substituted for responsiveness to new ideas and public concerns. This matter has been described in much greater detail earlier in this chapter.

Presently most program decisions affecting the clientele of the school system are made at the central office level. As a result, the basic program at any two schools of the same grade level (except some of those where federal programs are in operation) is apparently very similar although the interests and achievement levels of students in those buildings may vary greatly. Currently, field level personnel can and do offer suggestions about the school program through participation on system-wide committees, but teachers and principals have not been given the explicit responsibility and opportunity to plan and develop programs which accommodate individual student differences at the building level.

Encouragement of the capacity and willingness of principals and teachers to deviate from system-wide programs in order to make day to day learning experiences more relevant to children is a most important challenge confronting the Columbus Public Schools. Decisions about curriculum content, textbooks and materials, personnel assignments, and the use of budget resources to accomplish building objectives are crucial to the development of relevant programs and can be made most effectively by persons at the school level.

The recent creation of a Department of Evaluation and Research indicates that the Columbus Board of Education acknowledges the importance of evaluation in school systems. The expansion of knowledge has advanced to the place where school program planners are confronted with an abundance of "competing ideas" which vie for inclusion in a curriculum of limited scope. Systematic evaluation of all facets of such endeavors is desirable so that program deletions, modifications, and additions can be made on rational bases. Review of the proposed guidelines for the newly created Department of Evaluation and Research suggests that meeting the evaluation requirements of particular state and federally funded program components is of considerable immediate concern to the Board of Education. Although it is not mandatory by state or federal provisions, the evaluation of all other components of the school program (i.e., the major part of the school program which is supported by local and state foundations funds) is no less important. Unfortunately it must be observed that there is presently a national shortage of personnel who possess the expertise required for this work. Thus the creation of the new Department of Evaluation and Research can be seen as an important step to deal with a basic problem. Hopefully efforts in this direction can be enlarged soon to give considerable attention to the evaluation of basic school programs in order to provide needed information for future educational planning.

An essential part of evaluating the school program is the assessment of professional capabilities. Although every teacher has traditionally evaluated student performance, the evaluation of professional performance has been largely superficial and inadequate in most school systems. Our interviews indicated that wide differences exist among Columbus principals regarding their attitudes toward and procedures for evaluating teacher performance. Policies and procedures for the evaluation of administrative personnel have not been established and such evaluation apparently takes place only in response to particularistic pressures. The difficulty in evaluating administrative personnel is complicated by (and perhaps largely attributable to) the fact that the more than 160 principals in the school system are directly responsible to personnel in the central office. In summary, it would appear that the principle of professional accountability has not been given sufficient emphasis in the Columbus Public Schools.

The development of new instructional programs and materials, the revision and updating of existing materials, and the supervision of instruction are important and time-consuming responsibilities in school systems. In Columbus most responsibility for instructional supervision rests with building principals whose time for and interest in supervision varies, a few supervising elementary principals, and subject area supervisors assigned to the central office. The development of new programs and materials is done primarily in the central office. It would appear that a need exists to reallocate the functions of present personnel and/or to introduce additional personnel to carry out responsibilities for instructional supervision at the building level and the development, updating and testing of curricular materials at both the building and system levels.

It can be noted in this same context that the Columbus schools are understaffed at administrative levels in comparison to other city school systems. As the system has grown in recent years, expanded administrative workloads and responsibilities have been absorbed largely by existing staff members to allow as many resources as possible to be given to the teaching function. These actions have been commendable and indicative of the dedication of existing staff members. It would appear, however, that the time has been reached when the existing structure is

Among major school systems in the nation, Columbus is a leader in terms of providing qualified teachers for all classrooms. The relative eagerness of teachers to join the school system is a significant endorsement of recruitment efforts and personnel policies. There is reason for concern, however, about the role assumed by field administrators in the selection and assignment of staff members. If principals are to be instructional leaders in their buildings and, as such, accountable for the activities of their staff, they must play an important role in the selection and assignment of personnel to their buildings. Primarily because the responsibility for recruiting and selecting more than 700 new teachers per year has been lodged in the central office, principals frequently have not had the opportunity to participate in this process. Perhaps because of the rapid growth of the school system and the familiarity with traditional procedures, attention has not been given to the refinement of administrator selection and assignment procedures. In a system of 50 to 75 schools, informal assessments of potential and interest usually will result in fair and prudent selections of administrators. However, in a system of more than 160 schools, fairness to all aspirants as well as the desire to locate the best possible candidates suggests the need for a more formal procedure. Further recommendations relative to the recruitment of administrators appear elsewhere in this chapter.

Educational planning, which is the development of coordinated educational programs including fiscal, curriculum, facilities, personnel, community relations, and evaluation processes, is acknowledged to be an increasingly complex and important responsibility. In the past, most school systems have done much of their planning in each of these areas as if they were essentially unrelated to one another. The recent action by the Board of Education which established a Department of Planning within the Division of Special Services reflects the sensitivity of the Board to current planning needs. Acknowledging that this department is still in its infancy, it may not be in an appropriate position to coordinate successfully all internal planning activities. More specifically, the establishment of this department in a division apart from the facilities, curriculum, and fiscal planning headquarters suggests that the function of the new department may be new program development and not total educational planning.

It is fast becoming apparent that school systems can no longer enjoy the luxury of being semi-insulated from and independent of other governmental, quasi-governmental, social, and private agencies engaged in activities which are vital to continued societal progress. Society has become so complex and interrelated that no single unit of government can ever hope to "go it alone."

The Columbus Board of Education has maintained cordial relationships with a number of agencies. Many school-park developments dot the city and procedures for site acquisition indicate working relationships among the agencies involved. However, interviews with school officials and representatives of non-school agencies indicated that coordinated, cooperative planning among the many agencies concerned with the development of Columbus does not exist at the present time. This, of course, is no more the fault of the school system than other agencies and governmental units in the city.

The problems which we have identified are, in large measure, the natural products of the rapid growth which has characterized the Columbus Public Schools. The demands of keeping pace with burgeoning enrollments on a declining per capita tax base have left little time or manpower for contemplating organizational structure or developing long-range plans. These same demands and a nurturing city-wide ideology have emphasized economy in operations, and the seeming aloofness of schools from other segments of society.

Today it is clear that new challenges to education call for school systems which can (1) maximize the creative potential of individual teachers to work with individual students; (2) be solicitous of and receptive to good ideas from all sources; (3) build public commitment to educational programs and continue to reflect public sentiments in developing them; (4) tolerate diversity and encourage experimentation as a basis for introducing new programs; (5) foster equality of educational opportunity by providing differentiated programs; (6) cooperate effectively with other groups and agencies engaged in mutually supportive activities; and (7) refine procedures for continuous organizational planning and assessment. We believe that the time has come when important modifications in the organization and administration of the Columbus Public Schools are called for in order to keep pace with emerging social and educational developments.

Recommendations:

It is recommended that the Columbus Board of Education take steps to establish a decentralized organizational structure.

Implementation:

(1) Four to six regional sub-districts should be designated and placed under the direction of a field executive who shall be responsible

for programs in his sub-district to the assistant superintendent for administration.

(2) All sub-districts ought to be of approximately the same size and similar in socioeconomic and racial composition. It may be necessary to make periodic adjustments in sub-district boundaries to preserve such balance.

(3) A regional office and supporting staff should be provided for each field executive.

(4) One school in each region should be designated as an experimental school and dissemination center to be used for (a) experimentation with instructional innovations, (b) development and testing of curricular materials, and (c) in-service education of staff members. These schools should also hold membership in the Metropolitan Education Laboratory described later in this chapter.

(5) Decisions regarding the nature of educational programs, personnel recruitment, selection, and evaluation, and resource allocations among individual schools in the sub-districts are made at the field executive level on the basis of recommendations by building principals.

(6) Functions of central office personnel should be redefined to include less operational responsibility. At the central level greater emphasis should be placed upon short and long range planning for system-wide purposes, coordination of inter-agency operation and planning, development of general

policies, program evaluation, institutional research, resource acquisition and allocation to the sub-districts, and the provision of administrative services such as purchasing, data processing and some public information and in-service education to the sub-districts. It probably also would be feasible for the administration of certain district-wide programs such as special education and federal compensatory programs to remain at the central office level.

(7) Current procedures for involving teachers in the planning and development of educational programs should be reviewed with the intent of encouraging greater teacher initiative and participation, especially at the building and regional levels. A useful step in this direction would be to invite teachers as individuals or groups to submit proposals for program modifications and to employ some of these teachers on a released time or summer basis to develop the materials necessary to implement their ideas. This point is emphasized too in other sections of this report.

(8) A council of neighborhood agencies should be established within each sub-district. Membership on this council would include the field executive, selected principals, and representatives from all social and educative agencies which have an interest in education within the sub-district. Each council of neighborhood agencies should meet regularly to share information about their respective programs and to plan for the coordination of services wherever possible.

Recommendation:

The Columbus Public Schools should assume leadership in the formation of a Metropolitan Planning Council, which would deal with comprehensive planning for social purposes. Present planning agencies deal chiefly with building and other physical needs. Chief planners in all metropolitan agencies engaged in social planning should be invited to participate in a new council. This council could eventually become an umbrella planning and coordinating office to effect the most appropriate use of metropolitan resources. As an initial step, this council should begin to compile a comprehensive data bank for the purpose of providing at one center the demographic, economic, social, and other information which is essential to sound, long-range planning.

Recommendation:

The role of the newly created Department of Evaluation and Research should be expanded as rapidly as resources and orderly development will allow to include responsibility for the evaluation of on-going school programs. It is further recommended that present procedures for teacher evaluation be reviewed and that formal procedures for the evaluation of administrators be introduced.

Recommendation:

Provision for instructional supervision and assistance to teachers should be increased by redefining job responsibilities of personnel at the building level or by assigning additional personnel to those responsibilities. For example, consideration might be given to possibilities such as the use of executive teachers, building level curriculum consultants, and released supervisory time for department chairmen.

Recommendation:

All future administrative vacancies should be announced at the time they become known, applications to fill these positions should be requested from interested persons presently employed by the Columbus Public Schools, and nominations of candidates for these positions should be requested from other school systems, colleges, and universities.

VIII. FINANCIAL RESOURCE BASE

The financial processes of a school system can be assessed in terms of (1) how funds are acquired and (2) how funds are allocated. School finances in Columbus were examined using this framework. The section which follows reports on the acquisition of funds by the Columbus Public Schools by considering locally, state, and federally derived revenues. Subsequent sections review the budgetary process, the expenditure of school revenues, and inter-school expenditures within the school system.

School Revenues

Revenues for the support of public schools are gathered at local, state, and federal levels. The following section will examine the amounts of revenues the Columbus City School District has gathered at each level and the utilization of the several tax and/or funding vehicles appropriate at each level.

Locally Derived Revenue

The powers of levying local taxes by public school districts in Ohio are limited to levies on real property. Thus, local support is determined to a large extent on the value of the tax duplicate upon which these taxes are levied. Since the tax duplicate is the sum total of the valuation of all the real property in the school district as assessed by the County Auditor, this figure fluctuates as the real property in the district changes in character and amount. It also changes due to the mandatory reappraisal every six years. Table IV indicates the recent growth pattern of the assessed valuation of the Columbus City School District for the past seven years. Since 1961, the assessed valuation of real property in the district has increased from $1,197,763,880 to $1,481,342,510, or an overall increase of 23.7 per cent.

The ability to gather revenues from this local tax base for supporting public education has not increased in the same proportion, however. It must be recognized that the number of pupils to be supported from this tax base has increased also. Thus, a figure to measure this ability, the assessed valuation per pupil in average daily membership, has been calculated. In Table IV these figures show an uneven but generally upward progression.

When the assessed valuation per pupil figure of the Columbus City School District is compared with that of the seven largest city school districts of Ohio (See Table V) one can observe that Columbus has less ability per pupil to obtain local revenues than the other six cities. It would appear, however, that in proportion of growth since

TABLE IV

ASSESSED VALUATION, COLUMBUS CITY SCHOOL DISTRICT

1961 THROUGH 1967

Year	Assessed Valuation (tax duplicate)		Assessed Valuation per pupil in ADM*	
	Amount	% increase over previous year	Amount	% + or - over previous year
1961	$1,197,763,880		$13,686	
1962	1,244,485,660	3.9	13,405	-2.0
1963	1,275,138,720	2.4	13,073	-2.5
1964	1,303,370,910	2.2	12,823	-1.9
1965	1,355,256,040	4.0	13,087	+2.1
1966	1,423,027,380	5.0	14,209	+8.6
1967	1,481,342,510	4.1		

*Average Daily Membership

Source: Franklin County Auditor and State Department of Education

TABLE V

ASSESSED VALUATION PER PUPIL, SELECTED OHIO CITY SCHOOL DISTRICTS, 1961-62 THROUGH 1966-67

City School District	Years					
	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67
Akron	$14,243	$14,267	$14,303	$14,488	$14,801	$15,805
Cincinnati	21,869	21,544	21,198	20,403	20,514	21,499
Cleveland	20,557	20,114	19,575	19,468	18,555	19,601
COLUMBUS	$13,686	13,405	13,073	12,823	13,087	14,209
Dayton	15,965	16,139	15,957	15,681	16,126	17,269
Toledo	17,419	17,072	17,327	17,311	16,466	17,254
Youngstown	17,933	18,609	18,222	17,873	17,552	18,412

Source: State Department of Education

1961-1962, Columbus has enjoyed a moderate expansion (3.8%) as opposed to a greater expansion (11%) by Akron and an actual contraction (-4.7%) by Cleveland.

Ohio law mandates that boards of education use the property tax for levying local taxes for public schools. This tax is levied on the tax duplicate (aggregate assessed valuation) of the school district. Table VI illustrates the growth of total school tax rates in selected Ohio cities over the past 20 years. Because of expanding, extending and enriching the school program as well as accommodating inflation, school costs and the local school tax rates necessary to meet these costs have increased. For 1958 and the two periods earlier Columbus was below the median rate while for 1963 and 1968 Columbus has been above the median.

During the past eight years (1961 through 1968) several increases in school taxes have been approved by voters in the Columbus City School District. A 3.6 mill increase in the outside (or voted) current operating millage effective in 1962 and a 3.9 mill increase effective in 1966 raised the 1961 outside current operating millage from 11.4 mills to 18.9 mills. The inside (or non-voted) millage remained stable at 4.51 mills, thus providing 23.41 mills for current operating expense from 1966 through 1968.

TABLE VI

TOTAL SCHOOL TAX RATES IN SELECTED OHIO CITY SCHOOL DISTRICTS FOR SELECTED YEARS, 1948 THROUGH 1968

City School District	Years				
	1948	1953	1958	1963	1968
Akron	9.31	14.98	21.92	25.89	26.10
Cincinnati	9.45	12.37	15.52	19.34	23.60
Cleveland	11.00	12.30	13.90	16.90	26.00
COLUMBUS	10.00	11.36	14.56	23.36	27.86
Dayton	10.50	15.20	20.90	22.70	30.00
Toledo	11.18	14.08	16.50	19.10	26.50
Youngstown	10.10	16.20	20.10	19.80	22.90

Source: The Ohio Education Association

The debt rate millage of a school district is not a stable millage as it is set by the County Auditor at a rate sufficient to raise revenues necessary to pay principal and interest on bond issues approved by the people at elections for this purpose. Thus the rate is influenced by the amount and rate of interest of bonds outstanding, the amount of the bonds retired, and the assessed valuation of the district for the given year when these costs of principal and interest occur.

Table VII shows that the total tax rate of Columbus increased during the period 1961 through 1968 as a result of increased millage being levied for both current expense and debt service. This table also indicates the total property tax for all purposes (school purposes plus all other local municipal agencies which levy property taxes, e.g. city government). It is apparent that school taxes have increased in much larger proportion than those of other taxing agencies. Much of this is due to the fact that city government can, and has levied a personal income tax rather than increasing the property tax to raise necessary revenue.

If one wishes to compare Columbus' property tax rates on a broader base for the 1961-1968 period, Table VIII provides a Columbus-median Ohio city school district comparison. In terms of levies for

TABLE VII

TAX RATES IN THE COLUMBUS CITY SCHOOL DISTRICT, 1961-1968

Year	School Tax Rates					Total all purposes
	Current Expense			Debt rate	Total	
	Inside	Outside	Total			
1961	4.51	11.40	15.91	3.05	18.96	27.96
1962	4.51	15.00	19.51	3.35	22.86	33.00
1963	4.51	15.00	19.51	3.85	23.36	33.75
1964	4.51	15.00	19.51	4.05	23.56	34.05
1965	4.51	15.00	19.51	3.85	23.36	32.50
1966	4.51	18.90	23.41	4.25	27.66	38.00
1967	4.51	18.90	23.41	4.45	27.86	38.10
1968	4.51	18.90	23.41	4.45	27.86	38.00

Source: Ohio Education Association, Basic Financial Data, 1962-1968

TABLE VIII

COMPARISON OF TAX RATES, COLUMBUS CITY SCHOOL DISTRICT AND MEDIAN OF OHIO CITY SCHOOL DISTRICTS, 1961-1968

Year	School		Tax		Rates		Total all purposes	
	Current expenses		Debt rate		Total			
	Columbus	Median	Columbus	Median	Columbus	Median	Columbus	Median
1961	15.91	17.66	3.05	N.A.	18.96	21.81	27.96	31.75
1962	19.51	18.58	3.35	N.A.	22.86	23.11	33.00	33.23
1963	19.51	19.50	3.85	4.83	23.36	23.91	33.75	34.00
1964	19.51	20.19	4.05	N.A.	23.56	24.30	34.05	35.15
1965	19.51	21.21	3.85	N.A.	23.36	26.06	32.50	36.50
1966	23.41	22.03	4.25	4.62	27.66	26.43	38.00	36.55
1967	23.41	23.13	4.45	4.78	27.86	28.17	38.10	38.43
1968	23.41	23.90	4.45	4.84	27.86	28.40	38.00	38.76

Source: Ohio Education Association, Basic Financial Data, 1962-1968 current expenses (inside millage and outside millage) it is apparent that the Columbus rate has fluctuated around the median for major Ohio Cities. In four of the past eight years the District has been above the median rate, and during four other years it has been below the median. However, when one considers the total tax rate for school purposes (current expenses plus debt rate), the Columbus City School District has been below the median in seven of the eight years. The same relationship is true concerning total property taxes for all purposes.

Table IX compares school tax rates and total property tax rates in the seven large cities of Ohio for the current year. In both voted millage and total current expense millage Columbus ranks fourth--on the median. The Columbus debt rate is the highest of the seven city school districts. In terms of total tax rate for schools, Columbus is above the median as it levies 27.86 mills exceeded only by Dayton which levies 30.00 mills. Varying municipal costs, tax sources and tax rates make comparisons of total property taxes for all purposes of limited meaning. Granting this limitation, it is apparent that Columbus' 38.00 mills on real property is below the median rate among the selected cities.

TABLE IX

PROPERTY TAX RATES IN SELECTED OHIO CITY SCHOOL DISTRICTS, 1968

City School District	School tax rates					Total all purposes
	Current expense			Debt rate	Total	
	Inside	Outside	Total			
Akron	4.13	18.56	22.69	3.41	26.10	41.20
Cincinnati	4.19	16.55	20.74	2.86	23.60	39.96
Cleveland	4.00	20.10	24.10	1.90	26.00	55.10
COLUMBUS	4.51	18.90	23.41	4.45	27.86	38.00
Dayton	4.48	22.60	27.08	2.92	30.00	46.20
Toledo	3.60	20.90	24.50	2.00	26.50	35.70
Youngstown	4.10	17.60	21.70	1.20	22.90	37.60

Source: Ohio Education Association, Basic Financial Data, 1968

Table X presents information regarding these moneys apportioned to the Columbus City School District 1961-1968. During this entire period the District has been receiving steadily increasing amounts through the School Foundation Program. However it must be noted that during this eight year period, several changes have been made in the formula. Also, the size of pupil group and professional staff in Columbus has increased. Thus, several changes in the bases of apportionment are reflected in the figures.

During the years 1961 through 1964 the school District did not employ as many certificated staff as it was entitled to under the Foundation formula. This not only had adverse effects on the pupil-staff ratio, but also reduced the amount of state reimbursement to the district. It is possible that in 1962 Columbus could have claimed approximately $1,250,000 in additional state moneys had the district employed all the professional staff to which it was entitled. However, had this been done it would have necessitated additional local moneys for extra classrooms and facilities as well as for the district's share in additional teachers' salaries, etc.

In 1962 the District changed the bases for apportionment of School Foundation Program moneys. Earlier, the required millage (12.5 mills at the time) levied on the assessed valuation yielded a

TABLE X

STATE FOUNDATION PROGRAM APPORTIONMENT

FOR COLUMBUS CITY SCHOOL DISTRICT, 1961-1968

Year	Average Daily Membership	Approved Teacher Units	Certific. Employees	Amount Apportioned	Basis of Apportionment
1961	83,764	3,119.65	2,986.50	$ 6,047,000.00	Guarantee ($2000 x no. certificated employees) + $2000 x 37 DBC
1962	88,548	3,311.6	3,146.5	6,805,715.48	Equalization (min. program - required local effort) + $2100 x 41 DEBC
1963	93,731	3,517.48	3,361.0	7,718,071.12	Equalization + $2100 x 51 DEBC
1964	98,459	3,713.40	3,687.70	9,655,912.38	Equalization + $2100 x 61 DEBC
1965	102,120	3,868.87	3,914.50	10,674,545.72	Equalization + $2100 x 69 DEBC
1966	104,896	4,050.64	4,119.50	12,742,893.20	Equalization at 11/12 of 1966 formula 1/12 of 1965 formula
1967	105,628	4,142.45	4,271.30	12,842,174.03	Equalization
1968	106,228	4,075.80	4,348.95	15,380,823.41	Equalization

Source: SF12 forms, Columbus City School District required local support of such a magnitude that the difference between it and the cost of the Foundation Program produced a lesser amount than the guarantee. Thus it was considered a guarantee or "non-additional aid" district. However, in 1962 because of an only modest increase in assessed valuation but a substantial increase in enrollment and certificated staff, the Columbus City School District determined its School Foundation Program apportionment on the equalization formula since this provided more money than the guarantee per approved teacher unit method.

Since 1964 the District has continued to employ more certificated staff than required at the approved formula level. It should also be noted that the 1968 reduction in "approved teacher units" is a function of a change in the formula and not in the district's program.

The Columbus City School District has steadily expanded the number of reimburseable "special" units under the Foundation Program. The definitions and funding plans have been subject to change over the years, however, it has been advantageous for the district to claim as many of these as possible during recent years. The total number of such approved units has increased from 106.63 in 1961 to 301.12. Those included in the January 1968 calculations include vocational; deaf, blind, emotionally disturbed, crippled; slow learning; speech and hearing; and child study units.

Federally Derived Revenue

Federal aid to public education has a long history in the nation, but it has been only in recent years that it has made a significant impact in terms of "highly visible dollars." Federal aid is said to antedate the Constitution, e.g., (Northwest Ordinance of 1787), but the first major aid to public schools was probably the Smith-Hughes Act of 1917 which provided federal funding for vocational education. More recently the National Defense Education Act (1957), the Vocation Education Act (1963), and the Elementary and Secondary Education Act (1965) have multiplied many times the annual flow of federal dollars into the nation's public schools.

As indicated by the titles of these acts, many different purposes are served by them. All are funded in different ways to support different programs. All have their own unique administrative machinery and distinctive accounting requirements. In addition to these complicating factors, many federal programs are funded through the State Department of Education and are thus often classified as state revenues. Consequently, it is an extremely complex and difficult task to isolate in a given school system those dollars which constitute federally derived revenue as opposed to those which are derived from state and local sources.

The purpose to be met in this section is not to obtain a precise comparison of sources, but to comment upon the general level of use of federal revenues by the Columbus City School District. Because of the previously mentioned limitations as well as the fact that "eligibility" of the several city school districts will vary, no comparisons will be made among cities to determine the relative use of federal funds.

One way to get a sense of the level of federal funding is to examine the cash receipts by funds of the school district. Table XI presents these data. The funds, as required by Ohio law, identify moneys by sources and expenditure purposes. Table XI shows the actual cash received by the district according to eight groups of funds. "Federal Programs and Other" are funds which are primarily derived from federal sources although there may be small amounts of other moneys co-mingled (e.g. Adult Basic Education). This group of funds accounted for less than 1 per cent of the total cash receipts for the years 1963 through 1965, but increase to approximately 5 per cent

TABLE XI

CASH RECEIPTS BY FUND, COLUMBUS CITY SCHOOL DISTRICT, 1963 THROUGH 1967

Fund	1963		1964		1965		1966		1967	
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%
General	$38,841,201.59	72.3	$41,368,839.13	84.1	$43,693,753.16	67.5	$49,164,294.80	67.7	$56,518,970.44	74.3
Building	8,004,106.44	15.1	326,885.14	.7	13,200,675.43	20.4	11,904,772.80	16.4	7,331,729.75	9.6
Bond retirement	5,500,396.44	10.2	5,982,841.40	12.2	5,715,828.72	8.8	6,248,954.19	8.6	6,841,495.90	9.0
Replacement	21,951.65	.0	25,865.66	.1	28,735.02	.0	38,141.03	.1	23,458.68	.0
Special	57,335.00	.1	3,810.00	.0	276,062.60	.4	7,555.00	.0	20,477.50	.0
Lunchroom	1,090,032.41	2.0	1,234,260.02	2.5	1,344,495.52	2.1	1,523,961.64	2.1	1,709,823.04	2.2
Federal programs, other	187,470.14	.3	264,923.82	.5	485,752.66	.8	3,727,635,42	5.1	3,628,414.38	4.8
Special trust	---		---		---		5,000.00	.0	5,000.00	.0
TOTAL	$53,702,494.18	100.0	$49,207,425.22	100.0	$64,745,303.11	100.0	$72,620,314.88	100.0	$76,097,369.69	99.9

Source: Financial Reports, Columbus City School for 1966 and 1967.

Table XII indicates a breakdown of federal program funds received by the Columbus Schools. The Columbus City School District is utilizing funds made available through a wide variety of federal acts.

Table XIII contains data relating to the source, amount, and proportion of revenue used in the operation of the school system. (This is contrasted to Tables XI and XII which subsume all cash receipts and thus included moneys obtained from lunchroom operations and bond sales as well as revenue collected to pay principal and interest on bonds and short term debts.) In the table, the source "Reimbursement of Expenses" reflects federal revenue as National Defense Education Act (NDEA) and Elementary and Secondary Education Act (ESEA) provide federal money to reimburse expenditures of the local school district for approved federal programs. It is significant to note that during the period 1962 through 1965, the per cent of total receipts for operating purposes in this category was less than 1.5 per cent. This proportion increased to over 6 per cent in the years 1966 and 1967.

In the same table, Public Law 874 revenues are also indicated. Although this is federally derived revenue, it is not an "aid" in the

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TABLE XII

CASH RECEIPTS FOR SELECTED FUNDS,
COLUMBUS CITY SCHOOL DISTRICT, 1966 and 1967

Fund	1966	1967
Manpower Development Training Act	$ 270,787.38	$ 268,503.57
NDEA, Title III	24,194.84	306,885.04
NDEA, Title V	1,988.55	2,224.87
NDEA, Title VIII	232,566.20	322,734.09
Adult Basic Education	54,750.02	60,680.00
ESEA, Title I	2,915,948.29	2,180,674.86
ESEA, Title II	178,405.14	217,002.96
ESEA, Title III	48,995.00	100,994.15
Other funds	---	168,714.84
Total	$3,727,635.42	$3,628,414.38

Source: **Financial Report, Columbus City School District, 1966 and 1967**

TABLE XIII

SOURCES OF OPERATING REVENUE RECEIPTS, COLUMBUS CITY SCHOOL

Source	1962		1963		1964	
	Amount	%	Amount	%	Amount	%
Gen'l property taxes	$28,529,679.35	77.0	$29,562,568.03	73.8	$31,770,403.05	72.3
Payments in lieu of taxes	231,187.51	.6	218,044.19	.5	195,225.65	.4
State Foundation Program	6,783,730.86	18.3	7,725,480.80	19.3	9,655,761.49	22.0
Public Law 874	681,571.00	1.8	1,593,168.00	4.0	991,440.00	2.2
Interest, investments and deposits	316,383.47	.9	197,374.18	.5	370,718.21	.8
Tuition received	187,097.30	.5	231,175.80	.6	278,180.76	.6
Reimbursement of expenses	145,638.49	.4	358,145.36	.9	509,601.59	1.2
Rent - use of buildings	75,868.39	.2	85,639.43	.2	75,497.49	.2
Student fees, fines	58,045.93	.2	66,431.91	.2	77,978.50	.2
Other receipts	28,477.62	.1	41,178.40	.1	35,553.75	.1
TOTAL	$37,037,679.92	100.0	$40,079,206.10	100.1	$43,960,360.49	100.0

TABLE XIII (cont.)

Source	1965		1966		1967	
	Amount	%	Amount	%	Amount	%
Gen'l property taxes	$32,093,852.23	69.2	$39,694,966.57	66.2	$42,544,654.22	67.1
Payments in lieu of taxes	219,257.35	.5	264,948.97	.4	270,003.67	.4
State Foundation Program	11,128,552.60	24.0	13,415,512.57	22.4	13,839,174.61	21.9
Public Law 874	1,122,101.00	2.4	1,088,918.00	1.8	1,105,794.00	1.7
Interest, investments and deposits	599,432.73	1.3	945,978.53	1.6	827,081.01	1.3
Tuition received	310,920.72	.7	344,990.82	.6	359,841.52	.6
Reimbursement of expenses	699,057.99	1.4	3,905,228.73	6.5	3,985,456.91	6.3
Rent - use of buildings	92,099.27	.2	119,846.23	.2	130,588.69	.2
Student fees, fines	97,256.25	.2	96,213.02	.2	104,897.51	.2
Other receipts	40,394.35	.1	91,402.13	.1	194,795.77	.3
TOTAL	$46,372,924.49	100.0	$59,968,005.57	100.0	$63,362,287.90	100.0

Source: Financial Reports, Columbus City School District, 1962-1967 strict sense of the word as it is a replacement for valuation taken off the tax duplicate by federal installations.

The major source of federal revenues is the above types of programs in Title I of the Elementary and Secondary Education Act. Table XIV presents data regarding the number of eligible students used to determine the allocation, the first allocation for 1968, and the total after reallocation of unused state Title I moneys.

The allocation is administered through the Ohio Department of Education, Title I, ESEA office. A four factor formula determines the number of children eligible in a given county:

1. Number of children from families with less than $2,000 annual income, according to the 1960 census.
2. Number of children under Aid to Families with Dependent Children (AFDC) receiving more than $2,000 per family.
3. Number of children in institutions for orphan, neglected, and delinquent children.
4. Number of children in foster homes supported by public funds.

The sum of the first three factors is used to determine the basis for allocation for each school district. In the Columbus City School District for 1967, the three factors totaled 15,840 children. On the basis

TABLE XIV

ESEA ALLOCATIONS FOR SELECTED OHIO CITY SCHOOL DISTRICTS, 1968

City District	Number of Students 1968	Final Allocation 1968	After Reallocation 1968
Akron	9592	$1,042,186.83	$1,073,340.59
Dayton	9207	1,404,185.69	1,445,031.06
Toledo	10786	1,501,588.08	1,551,747.98
Youngstown	4219	586,509.39	600,348.71
Cleveland	37560	5,531,982.05	5,743,444.47
COLUMBUS	15841	2,343,945.58	2,422,956.09
Cincinnati	20154	3,156,114.35	3,235,094.30

Source: Ohio Department of Education, Title I, ESEA
3201 Alberta Street, Columbus, Ohio 43204

of a state-wide per capita figure, the Columbus City School District was allocated $2,343,945.58 on May 5, 1968. Since not all school districts throughout the state claimed the funds for which they were eligible, additional moneys were available for reallocation. The Columbus District applied for a reallocation and was awarded a reallocation of an additional $79,010.51 based on the AFDC factor only. A total of 282 school districts applied for the reallocation. Columbus was among the 72 school systems which were awarded reallocation moneys.

The flow of Title I moneys has recently been changed in order to direct a concentrated flow of services to fewer buildings rather than a more diverse flow of many locations. Thus, the number of schools receiving Title I moneys changes from year to year. The identification of eligible schools, in turn, is derived by formula (i.e., an eligible building is one with a higher than district-wide average of eligible children or a number of children greater than the district-wide average number of eligible children.) Under the formula ESEA moneys are being expended in 49 Columbus schools with 4,030 eligible children.

The Budgetary Process

As the gathering of public school revenues is anticipated, decisions must be made about the appropriate use of these moneys. The following section deals with the process used in the Columbus City School District to make these decisions.

Responsibility for budget development is shared among the Board of Education, the Superintendent of Schools who has been delegated certain authority by the Board, and the Clerk-Treasurer who has certain mandated authority. The latter officer along with the Special Assistant to the Superintendent project anticipated revenues. The Superintendent, in turn, delegates to the Assistant Superintendent for Business, the responsibility of initiating and coordinating the gathering of budgetary requests for new as well as existing programs. These data are gathered through six major budgeting units in the school system. The six units are: instruction, administration, business, pupil personnel, clerk-treasurer's office, and data processing.

Each budgeting unit is provided with forms indicating the budgetary code numbers of the classification for which it may make a request. The budget-request sheet indicates the several code numbers, the current year's appropriation, and a blank to be filled in for the next budget year.

These forms are sent to all departmental directors, supervisors, and coordinators who are directly responsible for instructional programs and expenditures (adult education, child study, elementary education, fine arts, libraries, music, practical education, physical education, radio and T.V., etc.).

The budget request sheets from the directors, supervisors, and coordinators are approved by the Assistant Superintendent to whom they are responsible. The Assistant Superintendent for Business then collates the several budget request sheets into a working document submitted to the Superintendent and the administrators representing the six major budget units. A summary of the procedure from this point is as follows:

1. In March or April tentative budget requests are called for.
2. These are gathered together on the work sheets and presented unchanged at a cabinet meeting, at which there is preliminary discussion led by the Superintendent, who also decides upon the course to be followed at this point.
3. After as many further discussions as necessary, and under the direction of the Superintendent, programs are agreed upon or decided upon, and the budget to be recommended to the Board of Education is established. This may be either a balanced budget or an unbalanced budget.
4. At this point the Board meets with the Superintendent and his top staff, and the budget as presented is explained. The Board

at this point decides whether to accept the budget as presented or to make changes. If funds for the program either as recommended to the Board or as changed by the Board are not sufficient to cover the programs considered desirable, a means of attempting to secure the necessary funds must be decided upon.

5. After these decisions are made, the departments and individuals affected are informed so that preparations may be made for the next fiscal year, which is the same as the calendar year.
6. In November, after more is known concerning the actual income available for the next fiscal year, individuals and departments previously consulted are given another opportunity to present monetary requests, based upon later knowledge of their programs and situations.
7. These figures are gathered and presented in somewhat the same fashion as before. However, there tends to be less discussion if there are no major changes in program or income. If such changes exist, decisions are arrived at as before. The appropriation measure is then prepared in its final form.

Several features characterize this budget development process used in the Columbus City School District.

1. The process is a centralized functional approach to budget

development. Total district-wide programs are considered by central office administrators responsible for a given function, e.g., instruction, administration, pupil personnel, etc.

2. In the main, individual school programs are considered only as a part of a larger program. In some instances a principal may requisition an item or service which cannot be accommodated within the anticipated district-wide budget and thus the budget must either be increased (if the requisition is to be approved) or the approval of the requisition delayed until the following budget development process a year hence.
3. Individual schools do not have individual budgets. Principals' requisitions must be approved on the basis of moneys available in district-wide accounts. Central office specialists frequently are consulted in order to make decisions on the acceptance of requisitions for items and services within their areas, e.g., audio-visual materials, instructional supplies, building repairs, etc.
4. Several items of expenditures are standarized on a per pupil figure.

Textbook appropriations are $5.50 per pupil. The library books appropriation is set at $2.25 per pupil plus stocking of new libraries to be open the given year.

5. The development of agreement or consensus among central office administrator teams appears to characterize the several steps in the decision-making process regarding the budget. For instance, in instructional matters a team of instructional personnel gather data from diverse curriculum and instruction committees in order to recommend an appropriation for instructional items. These requests along with the requests of the other major budgetary units are considered by a team of central office administrators heading the several units. The Superintendent directs the deliberations of the group and presents its recommendation to the Board of Education.
6. Heavy dependence is placed on the historical approach--basing anticipated expenditures on past expenditures. Much of this is built into the mandated format of budget development in Ohio, but some effort is being made in the Columbus City School District to initiate long term budget planning, especially in regard to analysis of available revenue, and millage needed to finance normal growth and selected program improvements. Projections were made for the period 1965-1969.

Expenditure of School Revenue

After school revenues are gathered and budgetary decisions are made as to how moneys should be expended, it is necessary to determine where they are actually expended. Several types of expenditure patterns will be investigated on the following pages.

Table XV presents data regarding major expenditure categories and total per pupil expenditure in the seven large Ohio city school districts for the year 1966-67. Of the seven school systems, Columbus ranks seventh for current operations expenditures. In categories of interest payments, payments for motor vehicles, and debt retirement, Columbus ranks first, fourth, and second respectively. Much of the interest and debt retirement cost is due to the rapid growth of enrollment which has necessitated a substantial building program. Most large cities are not experiencing a comparable growth rate.

The grand total expenditure of Columbus amounts to $573.46 per pupil. This ranks the Columbus City School district sixth among the seven districts. On a per pupil base, it is apparent that Columbus is spending a greater amount than three other districts on interest costs, more than most on debt retirement, less than most on total expenditures, and the least of the seven districts on operational expenditures.

A longitudinal look at current operative costs among the eight Ohio city school districts is provided in Table XVI. Throughout the period 1961-62

TABLE XV

EXPENDITURES IN SELECTED OHIO CITY SCHOOL DISTRICTS, 1966-1967

School District	Expenditure Category				Grand total payment
	Current operating	Interest	Motor vehicles	Debt retirement	
Akron	$520.30	$ 4.29	$ .65	$19.87	$545.10
Cincinnati	596.20	17.98	.00	43.91	658.09
Cleveland	587.33	10.49	.00	15.39	613.21
COLUMBUS	509.63	21.91	.33	41.60	573.46
Dayton	582.66	16.07	.00	38.76	637.49
Toledo	532.64	10.79	.43	32.96	576.82
Youngstown	579.13	5.18	.49	20.19	605.00

Source: Costs Per Pupil 1967. Columbus: State Department of Education, 1968

TABLE XVI

CURRENT OPERATING COSTS PER PUPIL IN SELECTED OHIO CITY SCHOOL DISTRICTS, 1961-62 THROUGH 1966-67

School District	School Years					
	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67
Akron	$358.77	$367.03	$395.61	$407.42	$441.19	$520.30
Cincinnati	408.45	427.04	437.57	452.98	501.84	596.20
Cleveland	378.58	400.17	412.86	436.90	481.90	587.33
COLUMBUS	327.57	343.97	339.25	364.89	410.68	509.63
Dayton	397.51	411.10	419.15	434.65	479.44	582.66
Toledo	390.68	399.37	411.66	431.00	412.30	532.64
Youngstown	405.67	425.47	418.15	445.52	488.28	579.13

Source: State Department of Education

through 1966-67, Columbus consistently spent the least per pupil of all the seven city school systems. It is interesting to note that the Cleveland City School District has exerted a great deal of effort over the six year period and has changed its ranking from fifth to second.

The per cent of increase in operating expenditures for Columbus during the period is significant however. For the district, this increase amounted to 55.6 per cent while Cincinnati, the number one ranked district in current operating expenditures, increased these expenditures by 46 per cent. Cleveland increased its spending in this category by 55.1 per cent during the period.

The increased effort exerted by Columbus can also be characterized by a comparison with Cincinnati in terms of ratio of dollars spent per pupil for current operations expenditures. In 1961-62 for every $1.00 spent by Columbus, Cincinnati spent $1.25. In 1966-67 Cincinnati spent $1.17 for each $1.00 expended in the Columbus District.

If expenditure levels in the Columbus City School District are compared with those of comparable cities outside the state, the results are not complimentary to Columbus. When the amount of current expenditures budget per pupil in Columbus is compared with that in other northern cities of similar size, Columbus ranks at or near the bottom. Moreover, when Columbus is compared with "prestige" school districts known for high quality programs, the comparison is even less favorable. School systems such as Shaker Heights

Ohio; Clayton, Missouri; Scarsdale, New York; White Plains, New York; and Palo Alto, California spend more than twice the current expenditure per pupil in the Columbus City School District.

The breakdown of current operating expenditures in the Columbus system is revealed in Table XVII. The definitions of the eight classifications are:

1. General Control: this item includes all expenses necessary for the administrative operation of a school system. Included are administrative salaries of board members, clerks of boards, superintendents, assistants to the superintendent, business manager, census enumerator, and school architects; in addition to salaries for clerical assistants to administrative staff employees. Expenses for the operation of the administrative offices and contract services are also included.
2. Instruction: this item includes the salaries of principals, consultants, supervisors, teachers, other instructional staff members, and clerical assistants to these staff members. Cost of textbooks and workbooks (issued free to pupils), teaching supplies, school library and audio-visual materials, tuition, and travel or instructional staff employees are also included.
3. Operation of plant: this item includes salaries of plant engineers, custodians, and other personnel involved in plant operation.

TABLE XVII

CURRENT OPERATING EXPENDITURES PER PUPIL, COLUMBUS CITY SCHOOL DISTRICT, 1961 THROUGH 1967

Expenditure Category	Years									
	1963		1964		1965		1966		1967	
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%
Gen'l. control	$ 6.26	1.8	$ 6.80	2.0	$ 5.51	1.5	$ 6.85	1.7	$ 8.87	1.7
Instructional	249.17	72.4	238.24	70.2	261.68	71.7	294.04	71.6	371.76	72.9
Plant operation	39.72	11.5	39.87	11.8	40.80	11.2	45.53	11.1	53.36	10.5
Plant maintenance	8.50	2.5	12.39	3.7	12.33	3.4	13.24	3.2	14.86	2.9
Attendance	2.21	.6	2.09	.6	2.62	.7	3.01	.7	3.69	.7
Health	2.08	.6	2.12	.6	2.21	.6	2.63	.6	3.04	.6
Transportation	3.68	1.1	3.68	1.1	4.22	1.2	4.44	1.1	5.70	1.1
Fixed charges	32.35	9.4	34.07	10.0	35.52	9.7	40.93	10.0	48.35	9.5

Source: State Department of Education

State Derived Revenue

Local school districts in Ohio receive some measure of state support. A recent estimate indicates that 28 per cent of total expenditures for public elementary and secondary education in the state is supported by the State of Ohio. The primary instrument for determining and allocating state moneys to the local districts is the School Foundation Program. The Program incorporates the derivation of a "foundation program" for each district based on teacher units. The cost of this program is calculated and a local district contribution (currently 17.5 mills times the assessed valuation of the district) is subtracted from the program cost. The state contribution is the difference between the calculated program cost and the local contribution. A minimum guarantee is provided for eligible districts (currently those which levy at least 10 mills) in the event that the difference between the calculated program and the local contribution is less than the guarantee. Currently this guarantee is set at $3,050 for each approved teacher unit.

Since the School Foundation Program is tailored to each local school district, inter-district comparative figures are not particularly useful. However, consideration of a district's funding from the School Foundation Program over a period of time can be informative.

Heat and utilities for the building, telephone and telegraph, supplies necessary for the operation of the school plant, and the contract services are included.

4. Maintenance of plant: this item includes salaries of maintenance personnel, contract services, replacement of equipment and other expenses necessary for the maintenance of the school plant.

5. Auxiliary agencies: this item is divided into three areas:
    a. Attendance services: salaries of attendance personnel and clerical assistants are included in this item.
    b. Health services: salaries of school physician, nurses, dentist and other professional personnel are included in this item.
    c. Pupil transportation: salaries of supervisors of transportation, bus drivers, mechanics, clerical assistants, and expenses necessary for the operation and maintenance of buses, school bus insurance, and contracted services are included in this item.

6. Fixed charges: this item includes deductions payable to teachers' and employees' retirement system, deductions payable to the county school office, insurance and judgments, payment for rent, taxes and assessments, interest on current loans, contribution to educational association, and deductions made by the county auditor (school election costs, workmen's compensation,

Bureau of Inspections, examiners' fees, county auditors' and county treasurers' fees.)

The pattern of expenditures for purposes of current operations has been very consistent during the five year period covered in the table. Instruction costs have consistently exceeded 70 per cent of the current operating budget. On balance, general control costs have approximated 1.7 per cent throughout the period. Plant maintenance costs have probably shown the greatest proportional change, but this is not unusual due to occasional major maintenance projects. Table XVII indicates that all expenditure categories have increased at an even rate with no one category making a major expenditure "breakthrough" in any one given year.

A comparison of 1967 current operating expenditures per pupil for the seven large city school districts is presented in Table XVIII. In terms of dollars spent on a per pupil basis, Columbus ranks at or above the median in attendance, health, and transportation, with rankings of second, third, and fourth respectively. Again using dollars expended per pupil, Columbus ranks below the median in instruction, general control, plant operation, plant maintenance and fixed charges with rankings of sixth, sixth, fifth, sixth, and seventh respectively.

In considering the proportions of current operating expenditures in the eight categories as compared with the other cities, most of the proportions fall in a rank order similar to the actual dollar expenditures. One category

TABLE XVIII

CURRENT OPERATING EXPENDITURES PER PUPIL BY CATEGORIES,

SELECTED OHIO CITY SCHOOL DISTRICTS, 1967

City School District	Expenditure category															
	General control		Instruction		Plant operation		Plant maintenance		Attendance		Health		Transport.		Fixed charges	
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%
Akron	$ 8.53	1.6	$373.22	71.7	$47.56	9.1	$24.75	4.8	$1.54	.3	$ .46	.1	$3.37	.6	$60.87	11.7
Cincinnati	17.97	3.0	430.98	72.3	55.15	9.3	19.72	3.3	6.16	1.0	3.31	.6	4.74	.8	58.17	9.8
Cleveland	27.65	4.7	417.92	71.2	61.49	10.5	12.90	2.2	2.32	.4	4.88	.8	2.47	.4	57.71	9.8
COLUMBUS	8.87	1.7	371.76	72.9	53.36	10.5	14.86	2.9	3.69	.7	3.04	.6	5.70	1.1	48.35	9.5
Dayton	12.82	2.2	430.30	73.9	50.10	8.6	15.76	2.7	2.61	.4	2.71	.5	6.71	1.2	61.65	10.6
Toledo	12.76	2.4	370.45	71.2	58.70	11.0	16.32	3.1	3.62	.7	.18	.0	7.08	1.3	54.53	10.2
Youngstown	13.19	2.3	417.14	72.0	62.11	10.7	16.91	2.9	2.43	.4	4.78	.8	5.65	1.0	56.92	9.8

Source: State Department of Education

with a large proportional difference is that of general control. Although there are great differences among the eight city school districts in attendance and health expenditures, these are the smallest among the total expense categories. Columbus is at the median or above in expenditure proportions in these kinds of costs.

Inter-school Expenditures

In May 1968 the Clerk-treasurer of the Columbus City School District computed costs per pupil for each of the senior high, junior high, and elementary schools of the district for the school year 1966-67. Included in these costs were professional and non-teaching salaries, retirement and insurance, books, supplies, repairs and maintenance, utilities, transportation, indirect costs, NDEA Titles III and V costs, ESEA Titles II and III, and ESEA Title I costs.

As might be expected the data shows considerable variation among cost per pupil figures for the several schools. Consequently, several variables responsible for some of these differences must be considered. Among the more obvious are:

1. Program differences--all schools do not offer the same kinds of program. Because of their greater specialization, high school programs are more costly than elementary school programs. Some schools offer programs in special education which are more costly

than regular programs. The same is true for schools with extensive programs in vocational education.

2. Personnel differences--personnel costs account for the largest single expense item in school operation, and these costs are dependent upon salary schedules. Thus, there will be much variation in costs per pupil since personnel in various schools are apt to be on different salary levels.
3. Plant variables--programs of major repair and maintenance are periodic. Thus, in a single year one school may have many times the cost of another for this item.

Over time, many of the variations will tend to even out. However, given these limitations on the data for a single school year certain findings are impressive. Table XIX presents the data related to the per pupil costs among the three levels of schools (senior high, junior high, and elementary). The variations among these costs are to be expected. The spread appears to be normal for a large city school district.

The breakdown for specific senior high school costs is presented in Table XX. There is a considerable variation in expenditure per pupil ($719.31 to $517.93) among the twelve schools. It must be observed, however, that Central High School does offer extensive vocational education programs and thus the relatively high per pupil cost in that school is to be expected.

TABLE XIX

INTER-SCHOOL EXPENDITURES IN THE COLUMBUS CITY SCHOOL DISTRICT, 1966-67

School level	Total costs	ADM	Total cost per pupil
Senior high	$ 9,859,841.13	$17,517.79	$ 562.85
Junior high	11,349,133.84	21,708.54	522.80
Elementary	28,234,659.98	60,339.49	467.93
Special	487,970.52	322.00	1,515.44
TOTAL	$49,931,605.47	$99,887.82	$ 499.88

Source: Calculated from Clerk-Treasurer data, Columbus City School District

TABLE XX

PER PUPIL EXPENDITURES IN SENIOR HIGH SCHOOLS IN THE COLUMBUS CITY SCHOOL DISTRICT, 1966-67

Senior high School	Expenditures per pupil		Expenditures per pupil excluding ESEA, Title I	
	Amount	Rank	Amount	Rank
*Central	$719.31	1	$707.56	1
North	578.00	2	578.00	2
Marion Franklin	575.08	3	575.08	3
Eastmoor	566.71	4	566.71	4
Brookhaven	565.08	5	565.08	5
*East	558.38	6	544.49	7
*South	556.32	7	545.60	6
West	531.87	8	531.87	8
Whetstone	531.45	9	531.45	9
*Linden McKinley	530.29	10	528.58	10
Walnut Ridge	525.11	11	525.11	11
Northland	517.93	12	517.93	12

*Priority schools

Source: Calculated from Clerk-Treasurer data, Columbus City School District

Four of the twelve senior high schools are priority schools as defined for purposes of administering the Elementary and Secondary Education Act. These schools house supplementary programs to compensate for the unmet needs of children in these neighborhoods. Two of the priority schools are in the upper half of the expenditure rankings and two are in the lower half. If the expenditures exclude ESEA Title I funds, it is found that the differential among schools is lessened but the rank order remains the same with one exception in the middle of the rankings. Again, two priority schools are in the upper half of the rankings and two are in the lower half. It appears that "extra" funds for priority schools come only from ESEA. There is little evidence that special local effort is being made to provide compensatory programs in these schools.

Per pupil expenditure analysis for the junior high schools of the district follows the same format as used for the senior high schools. Table XXI rank orders these schools by per pupil expenditures (both including and excluding ESEA Title I funds). Again, a considerable differential is apparent ($704.46 to $434.38) in total expenditures. However, when ESEA Title I moneys are excluded, the differential is reduced ($672.68 to $434.38).

Perhaps the most notable feature of the rankings of the junior high schools is that of the concentration of priority schools in the upper half of the expenditure figures. Nine of the ten priority schools are in the upper half when ranked according to total expenditures. When ESEA Title I moneys

TABLE XXI

PER PUPIL EXPENDITURES IN JUNIOR HIGH SCHOOLS IN THE COLUMBUS CITY SCHOOL DISTRICT, 1966-67

Junior high School	Expenditures per pupil		Expenditures per pupil excluding ESEA, Title I	
	Amount	Rank	Amount	Rank
*Champion	$704.46	1	$672.68	1
*Mohawk	638.04	2	611.45	2
*Everett	630.89	3	608.54	3
*Indianola	593.66	4	571.69	4
Wedgewood	564.07	5	564.07	5
*Roosevelt	563.02	6	541.66	6
*Starling	544.67	7	534.16	8
*Monroe	552.41	8	525.77	10
Ridgeview	535.47	9	535.47	7
Dominion	531.01	10.5	531.01	9
*Barrett	531.01	10.5	514.21	12
*Franklin	530.69	12	509.74	13
Crestview Jr.-El.	517.98	13	517.98	11
Buckeye	504.87	14	504.87	14
Eastmoor	503.61	15	503.61	15
Clinton	500.27	16	500.27	16
*Linmoor	489.58	17	472.96	19
Westmoor	489.51	18	489.51	17
Hilltonia	484.89	19	484.89	18
Berry	472.44	20	472.44	20
Johnson Pk.	470.75	21	470.75	21
Medina	466.37	22	466.37	22
McGuffy Jr.-El.	459.66	23	459.66	23
Sherwood	434.38	24	434.38	24

*Priority schools

Source: Computed from Clerk-Treasurer data, Columbus City School District are excluded, eight of the ten priority schools are included in the upper half of the rankings. From this, one can conclude that priority junior high schools are more heavily financed than non-priority junior high schools.

Because of the large number of elementary schools, it was not feasible to rank them individually according to per pupil costs. Instead schools were grouped in expenditure categories. Table XXII incorporates these data. When analyzed in terms of total expenditures per pupil, it was found that per pupil expenditures ranged from under \$400 to over \$600. A larger proportion of non-priority elementary schools were in low expenditure categories (\$449 and less) than was the case with priority schools. The median non-priority school was in the \$400-\$449 category while the median priority school was in the \$500-\$549 category.

However, when the elementary schools were analyzed in terms of total expenditures excluding ESEA Title I funds, it was found that the median schools of both priority and non-priority groups fell in the \$400-\$449 category. The actual median school expenditure for the priority group was \$436.50 while the median for the non-priority group was between \$433.20 and \$431.99. Thus in the case of the elementary schools, there is little evidence to indicate that local funds are being directed to compensatory programs in priority elementary schools.

TABLE XXII

ELEMENTARY SCHOOL PER PUPIL EXPENDITURES BY CATEGORY, COLUMBUS CITY SCHOOL DISTRICT, 1966-67

Expend. category	Total expenditures				Total expenditures excluding ESEA, Title I funds			
	Non-priority schools		Priority schools		Non-priority schools		Priority schools	
	No.	% of total	No.	% of total	No.	% of total	No.	% of total
Under $400	14	19.4	4	7.8	14	19.4	11	21.6
400-449	28	38.9	6	11.8	28	38.9	17	33.3
450-499	12	16.7	13	25.5	12	16.7	9	17.6
500-549	10	13.9	13	25.5	10	13.9	9	17.6
550-600	5	6.9	4	7.8	5	6.9	3	5.9
Over $600	3	4.2	11	21.6	3	4.2	2	3.9
TOTAL	72	100.0	51	100.0	72	100.0	51	99.9

Source: Calculated from data, Clerk-Treasurer Columbus City School District

Conclusions

On the basis of the information presented in the preceding pages, it is concluded that:

1. The Columbus City School District has somewhat less financial ability to provide local real property tax revenue than most comparable districts.
2. In the past, local tax efforts to support public schools were somewhat lower than comparable cities, but recently the district has moved up in relative rank.
3. Total local taxes for all purposes in Columbus are lower than the state median and most of the comparable Ohio cities.
4. The Columbus City School District has recently been taking full advantage of the basic School Foundation Program and is increasing the number of special units which may be claimed for reimbursement.
5. Federal revenues flowing into the school district have greatly increased in amount and proportion of total revenues since 1965. These funds have been added to state and local funds which have also increased in amount each year.
6. The school district has made application for and received funding from a wide variety of federal education acts.
7. The maximum amount of money available under provisions of Title I

of the Elementary and Secondary Education Act was utilized by the school district during the past year.

8. Budgetary processes in the district are characterized by a centralized functional approach. A focus of district-wide programs is used rather than that of individual school programs.
9. In expenditures for current operations Columbus spends least per pupil of the seven comparable Ohio cities. In the past few years, these expenditures have increased and the "gap" is being closed somewhat.
10. There has been remarkable stability in the pattern of expenditure categories within the current operating fund. The proportion of expenditures for general control appears to be somewhat low.
11. Per pupil costs for all school levels are low in the district, although per pupil cost differentials among senior high, junior high, and elementary levels are appropriate.
12. When ESEA Title I moneys are excluded, priority senior high schools and elementary schools are not financed any heavier than non-priority schools at their levels. Priority junior high schools appear, however, to be more heavily financed than non-priority junior high schools.

Recommendations:

The school system should work toward the development of long-term financial planning which incorporates a program budget emphasis. It should continue and expand recent efforts of long-term planning of financial needs and resource availability. The inter-school expenditure analysis now in use should be continued and conclusions generated from cost data should be fed into the budget development process along with program performance data. Steps should be taken too to increase the public school revenues available for educational purposes.

Implementation:

(1) The Board of Education should take steps to increase the voted outside millage which will result in additional local property tax revenue as well as increasing the possibility of qualifying for a larger School Foundation Program allocation.

(2) It is important as well to increase the number of approved special units (deaf, blind, crippled, emotionally disturbed, special education, vocational education) reimbursable under the School Foundation Program.

(3) The Board of Education should continue to investigate carefully any federally funded programs for which the district is eligible and to assign appropriate administrative talent to develop and submit proposals for such aid.

(4) A special effort should be made to pursue further attempts to secure "in lieu of tax" payments from the state for the extensive state-owned properties located in the district.

IX. STUDENT ACHIEVEMENT

Basic skills in reading and mathematics are essential if one is to be an active participant in this society. Unless an individual has these skills, he is unlikely to escape a life of poverty. With them he has greatly increased opportunities for employment and the achievement of personal, occupational, and social satisfaction.

Schools have been entrusted with the responsibility of teaching children basic skills and how well they do it is an important measure of their success. There are many standardized tests for ascertaining pupils' skill levels. The Columbus public school testing program, designed to evaluate pupil skills and to measure their intelligence, includes tests for children in grades one, two, four, five, six, nine, and ten. At each grade level in which tests are administered, each school can choose from three alternative tests to measure intelligence and student achievement in reading and mathematics. A summary of the tests administered by the schools at each grade level is presented in Table XXIII.

The Columbus Public Schools provided existing 1967-68 student test records for analysis by the study team.

Test scores for students in grades one, two, and four were provided the study team by teachers who transferred them from personal profile charts. Scores from a few schools were not received or were received too late for analysis. The data in grades six, eight, nine, and

TABLE XXIII

Columbus School Testing Program

Grade	Test	Level	Form
1	Readiness		
	Metropolitan		
	Lee-Clark		
	American School		
2	Intelligence		
	Kuhlman-Anderson		B
	Calif. Test of Mental Maturity	1	
	Otis*		AS
4*	Reading		
	Metropolitan		A
	Stanford		W
	California	H23L4	W
	Intelligence		
	Henmon-Nelson	3-6	A
	Calif. Test of Mental Maturity	1H	
	Kuhlman Anderson	D	
5*	Reading		
	Metropolitan	Intermed.	AM
	Stanford	Intermed. 2	W
	California	4-5-6	W
	Arithmetic		
	Metropolitan	Intermed.	AM
	Stanford	Intermed. 2	W
	California		X
6	Reading		
	Metropolitan*		BM
	Stanford*		X
	California		X

*Not analyzed in this report

TABLE XXIII (cont.)

Grade	Test	Level	Form
6	Arithmetic		BM
	Metropolitan*		BM
	Stanford*		X
	California		X
	Intelligence		B
	Henmon-Nelson	3-6	B
	Calif. Test of Mental Maturity	2	B
	Kuhlman-Anderson*	EF	
8	Intelligence		
	Henmon-Nelson	6-9	A
	Calif. Test of Mental Maturity	3	
	Ohio Survey Test*		
	Language		
	Stanford	Advances	W
	California	7-8-9	
	Ohio Survey Test*		
	Arithmetic		
	Stanford*	Advanced	W
	California	7-8-9	
	Ohio Survey Test*		
9	Reading		
	Nelson	3-9	A
	Stanford* Advanced		W
	California*	7-8-9	W
10*	Language		
	California	9-14	W
	Intelligence		
	Henmon-Nelson	9-12	A
	Calif. Test of Mental Maturity	4	

* Not analyzed in this report

ten were provided by the school system's central data processing unit. Grade five test scores were not received. Data for grades four and ten were not analyzed. The test score data used in this report came only from tests used by several schools.

Test scores were clustered by priority and non-priority schools, and analysis related these clusters to each other and to national norms. Priorities I through V indicate concentrations of students from low income families. Priority I schools have first priority on federal funds for compensatory education; priority II schools have second priority, etc. Ninety-four schools are not assigned priority. Students in these schools generally come from middle and upper income families.

In order to make standardized comparisons of the test scores from different schools, it was necessary to transform all data to equivalent measures. For this reason, the data for each priority classification on each test were transformed to percentile ranks and/or grade equivalents. A percentile rank indicates the percentage of children in national norming samples who achieved the same or a lower score. For example, if a percentile rank is 70, it means that the score is as good as or better than that of 70 per cent of those in the norm group. A grade equivalent indicates a pupil's standing in terms of grade level performance for the norm group. If a pupil's raw score is the same as the median for pupils tested in a national norming sample at the seventh year and fourth month, he has a grade equivalent of 7.4.

All percentiles and grade equivalents reported herein are transformed average scores for all schools in each priority classification. The focus of the analysis is upon the comparability of the average scores among the different clusters of schools. One note of caution is necessary regarding this analysis. When the number of schools in a priority classification is low, (one or two) the mean score (or average) for that cluster of schools may be slightly less accurate than the median. As the sample size increases (from 3 to 65) the median and the mean tend to become identical. Although data for all schools in each priority classification were not available for analysis, most schools are represented in most comparisons. There is reason to assert, therefore, that these data present an accurate picture of reading, mathematics, and I.Q. achievement in the Columbus public schools.

Grade Level Achievement

Grade One

Four Columbus Schools use the American School Readiness Test, 23 the Lee Clark Readiness Test, and 98 the Metropolitan Readiness Test. The percentiles from 93 schools using either the Metropolitan Readiness Test or the American School Readiness Test are presented in Table XXIV. The scores from nine schools on the Metropolitan Readiness Test were not analyzed either because they were not received or were received too late for analysis. A graphic description of these percentiles in the various priority schools appears in Table XXV. It is reasonable to expect average scores to fall near the fiftieth percentile. This would mean that half the

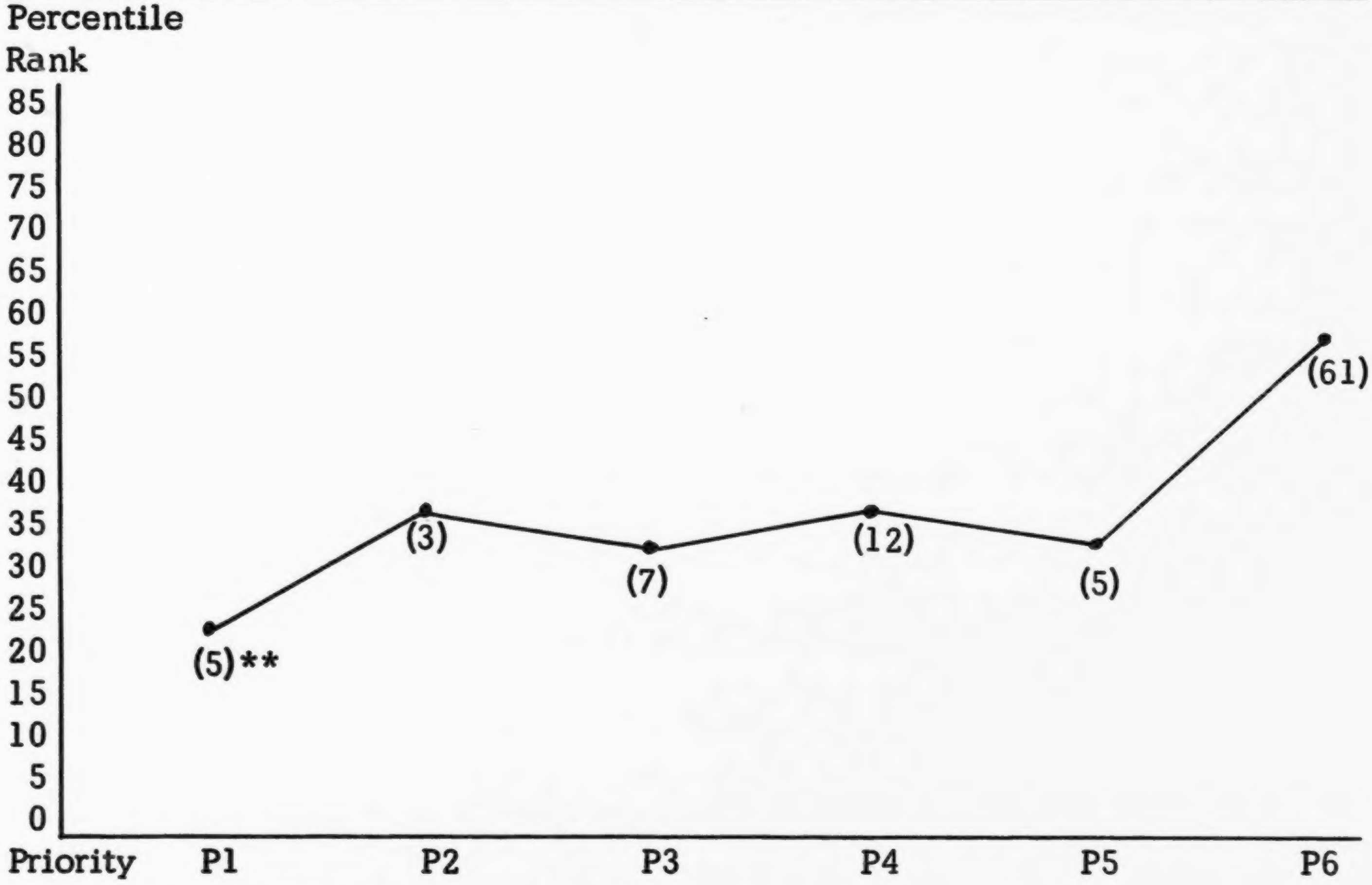
TABLE XXIV

PERCENTILE RANKS OF READINESS* SCORE MEANS IN GRADE ONE BY SCHOOL PRIORITY

Priority	P1	P2	P3	P4	P5	P6 ***
Percentile Rank	23	38	33	38	33	58
Number of Schools	5	3	7	12	5	61

TABLE XXV

A GRAPHIC DESCRIPTION OF PERCENTILE RANKS OF READINESS* SCORE MEANS IN GRADE ONE BY SCHOOL PRIORITY



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*American School Reading Readiness Test, Form X, by Willis E. Pratt and George A. W. Stouffer, Jr., Bobbs-Merrill Co., Inc., 1964 edition.

Metropolitan Readiness Tests, Form A, by Gertrude H. Hildreth, Nellie L. Griffiths, and Mary E. McGauvran, Harcourt, Brace & World, Inc., 1965 edition.

**Number of schools represented in the Percentile Rank.

***Priority 6 throughout this section indicates the non-priority schools.

pupils in the national norming sample would have scored higher and half would have scored lower than the average for the Columbus group. The average score for priority I schools is at the twenty-third percentile. In other words, 77 per cent of the children from the national norming sample scored higher than the average for the Columbus group. The percentile ranks for priority II to V begin to rise but are still consistently low, between the thirty-third and the thirty-eighth percentile. On the other hand, the average score for non-priority schools is 11 points above the fiftieth percentile which is quite satisfactory.

Grade equivalents were only available for the Lee Clark and American School Readiness Tests. Four schools using the Lee Clark Test are not included in the analysis for reasons noted above. The grade equivalent (See Tables XXVI & XXVII) of the average score in priority I schools is .7. This means that the average score is at the seventh month level. If this is compared conservatively (since these tests are actually given at least after the second month of the year) to an expected 1.0, it is three months below expectation. A slight rise is seen in priority II and III schools. The priority IV, V, and non-priority schools are scoring two to eight months above expectation (it should be noted that only one school is represented in priority V).

In general, lower priority schools report lower average scores on readiness in the first grade. It can be observed in the subsequent tables that each test for each grade level in this relationship between priority

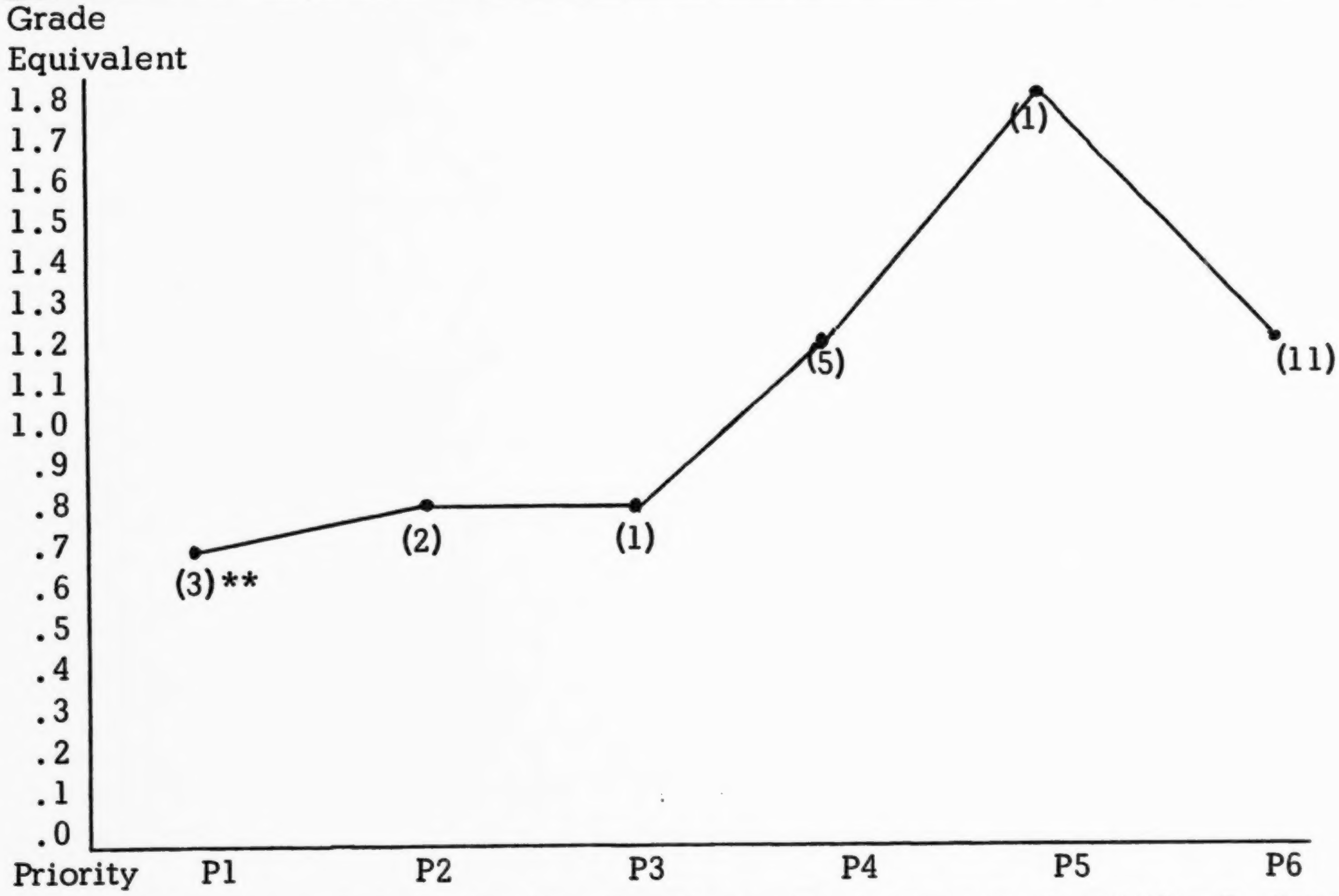
TABLE XXVI

GRADE EQUIVALENTS OF READINESS* SCORE MEANS IN GRADE ONE BY SCHOOL PRIORITY

Priority	P1	P2	P3	P4	P5	P6
Grade Equivalent	.7	.8	.8	1.2	1.8	1.2
Number of Schools	3	2	1	5	1	11

TABLE XXVII

A GRAPHIC DESCRIPTION OF GRADE EQUIVALENTS OF READINESS* SCORE MEANS IN GRADE ONE BY SCHOOL PRIORITY



*American School Reading Readiness Test, Form X, by Willis E. Pratt and George A. W. Stouffer, Jr., Bobbs-Merrill Co., Inc., 1964 edition.

Lee Clark Reading Readiness Test, Grades K-1, devised by J. Murray Lee and Willis W. Clark, California Test Bureau, 1962 edition.

**Number of schools represented in the Grade Equivalent.

level and achievement level holds except that the scores in priority schools III, IV, and V vascillate in being higher than, equal to, or lower than one another. This, no doubt, is accounted for partially by the transitional nature of the student body in some of these schools.

Grade Two

Intelligence tests are given to all Columbus second grade children. Fifty-six schools gave the California Test of Mental Maturity, five the Otis Intelligence Test, and 58 the Kuhlman Anderson Test. Not represented in Tables XXVIII&XXIX are the five schools using the Otis Intelligence Test, five schools using the California Test of Mental Maturity, and five schools using the Kuhlman Anderson Test.

Again there is a positive relationship between level of achievement* and level of priority. The average score for priority I schools is at the twenty-seventh percentile indicating that 73 per cent of the children in the national norming sample scored higher than this. The average score of priority schools II through V ranges from the thirty-third to the forty-fifth percentile. The average score of the non-priority schools is well above the median score for the national norming group.

Grade Six

Reading, intelligence, and arithmetic data were available for the sixth grade. Seventy-six schools used the California Test of Mental

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* There is ample data to substantiate that intelligence test scores are improved markedly with improvement of environmental factors.

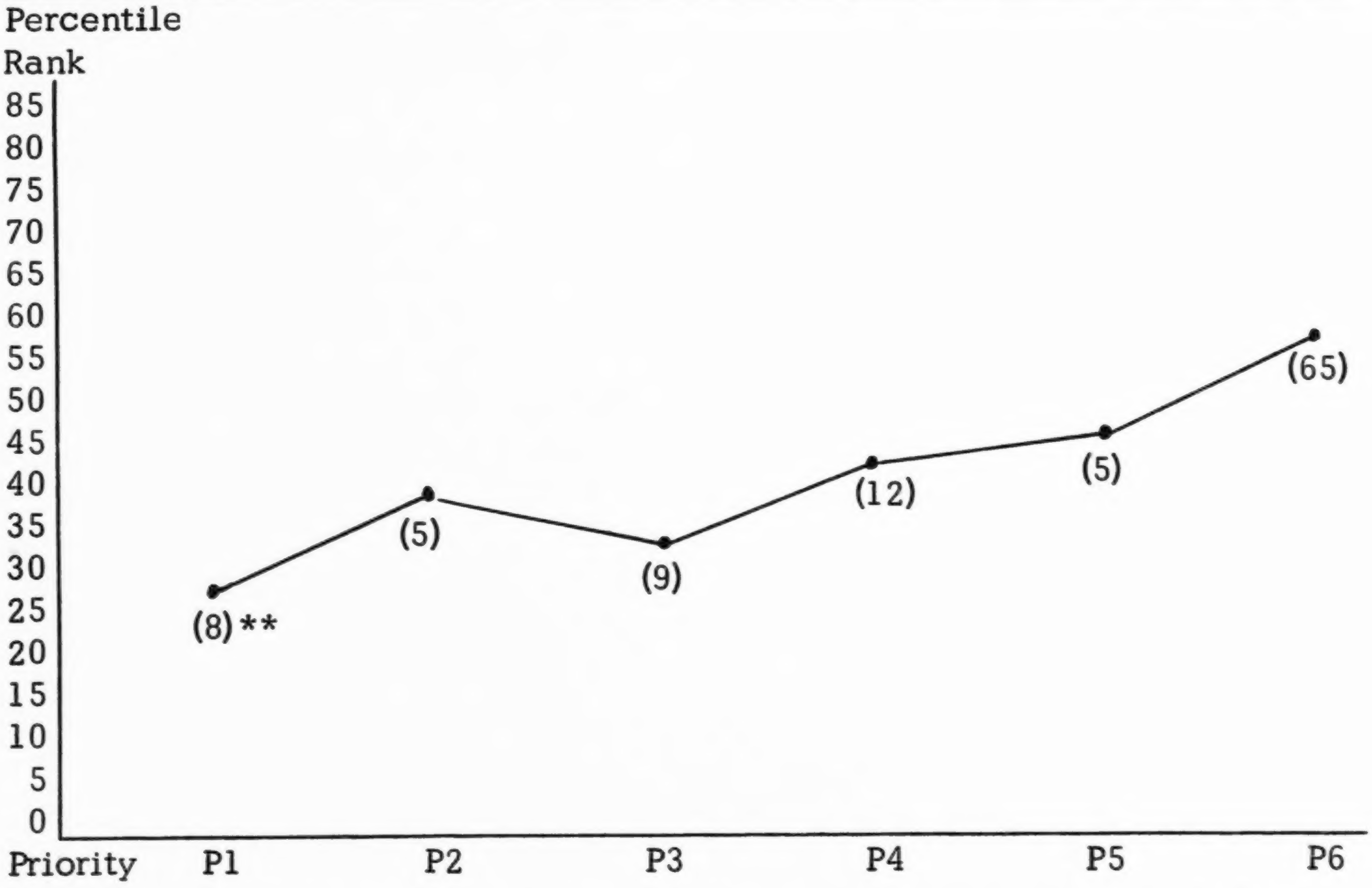
TABLE XXVIII

PERCENTILE RANKS OF I.Q.* RAW SCORE MEANS IN GRADE TWO BY SCHOOL PRIORITY

Priority	P1	P2	P3	P4	P5	P6
Percentile Rank	27	40	33	42	45	57
Number of Schools	8	5	9	12	5	65

TABLE XXIX

A GRAPHIC DESCRIPTION OF PERCENTILE RANKS OF I.Q.* RAW SCORE MEANS IN GRADE TWO BY SCHOOL PRIORITY



*California Short Form Test of Mental Maturity, Level 1, S-Form, devised by Elizabeth T. Sullivan, Willis W. Clark, and Ernest W. Tiegs, California Test Bureau, 1963 edition.

Kuhlmann-Anderson Test, Form B, Personnel Press, Inc., 1964 edition.

**Number of schools represented in the Percentile Rank.

Maturity to measure intelligence and the data for 70 of these schools are presented in Table XXX. A positive relationship between priority classification and percentile rank of the average score is evident in Table XXXI with the exception that the difference between priority IV and V schools is minimal. Eighty per cent of the national norming sample scored higher than the average score for Columbus priority I school children. Seventy-six per cent, 68 per cent, 61 per cent and 62 per cent respectively of the national norming sample scored higher than the average scores for Columbus priority II, III, IV, and V schools. Only 40 per cent of the national norming sample scored higher than the Columbus non-priority school average scores.

The same trends again are found in readings scores in the sixth grade. Data on the Word Meaning section of the Stanford Reading Test are presented in Tables XXXII&XXXIII. Data on the Paragraph Meaning section of this test are in Tables XXXIV&XXXV. Seventy-five schools used this test and 71 of them are represented in the analysis. The pattern of percentile ranks by priority classification is basically the same for each section of the Stanford Reading Test although all schools except those in priority V had average scores that were slightly higher on the Word Meaning section than on the Paragraph Meaning section. Priority schools I through V are again below the expected fiftieth percentile while the non-priority schools' average score is above the fiftieth percentile.

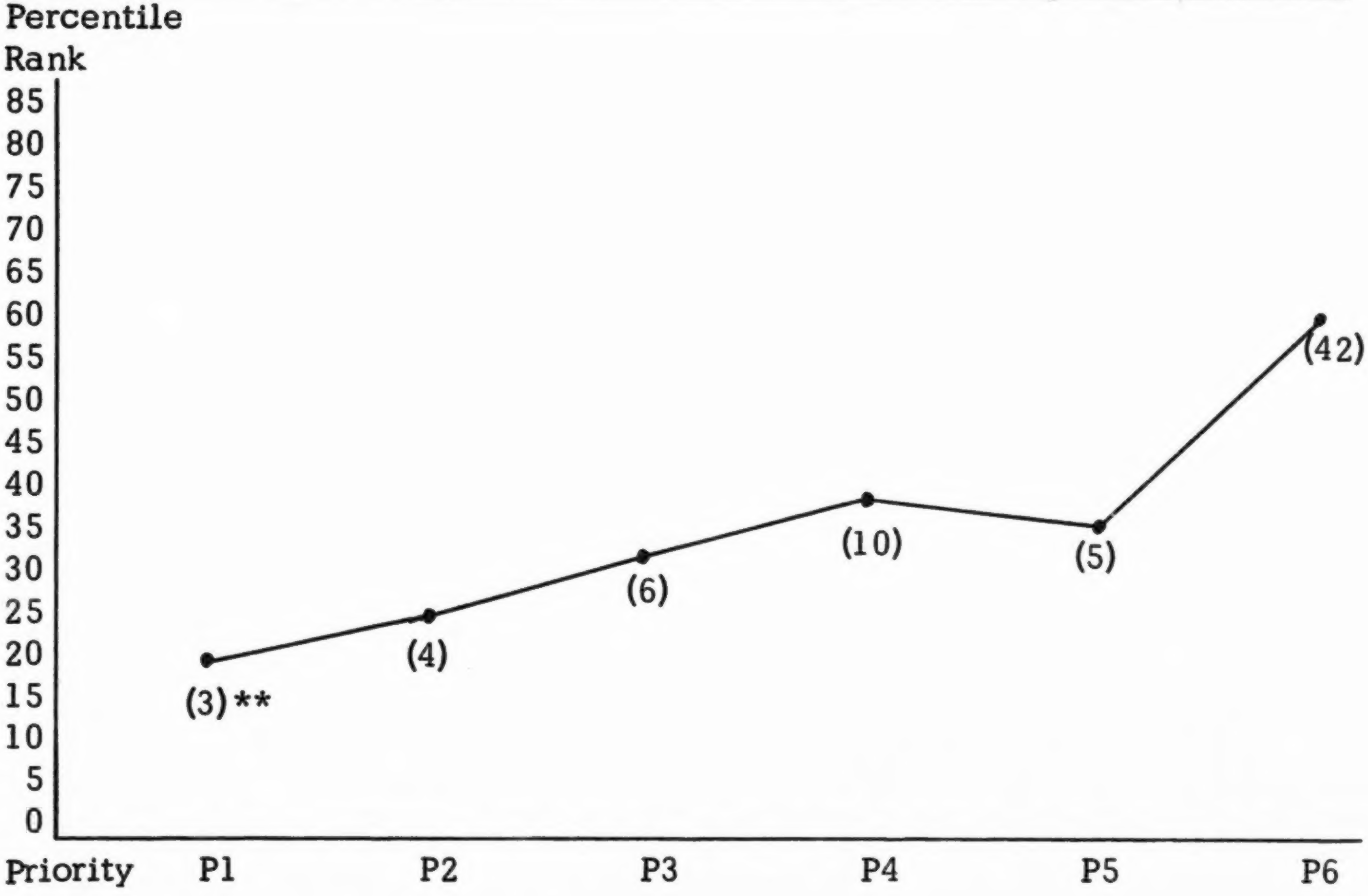
TABLE XXX

PERCENTILE RANKS OF I.Q.* RAW SCORE MEANS IN GRADE SIX BY SCHOOL PRIORITY

Priority	P1	P2	P3	P4	P5	P6
Percentile Rank	20	24	32	39	38	60
Number of Schools	3	4	6	10	5	42

TABLE XXXI

A GRAPHIC DESCRIPTION OF PERCENTILE RANKS OF I.Q.* RAW SCORE MEANS IN GRADE SIX BY SCHOOL PRIORITY



*California Short Form Test of Mental Maturity, S-Form, Level 2, Grades 4-6, devised by Elizabeth T. Sullivan, Willis W. Clark, and Ernest W. Tiegs, California Test Bureau, 1963 edition.

**Number of schools represented in the Percentile Rank.

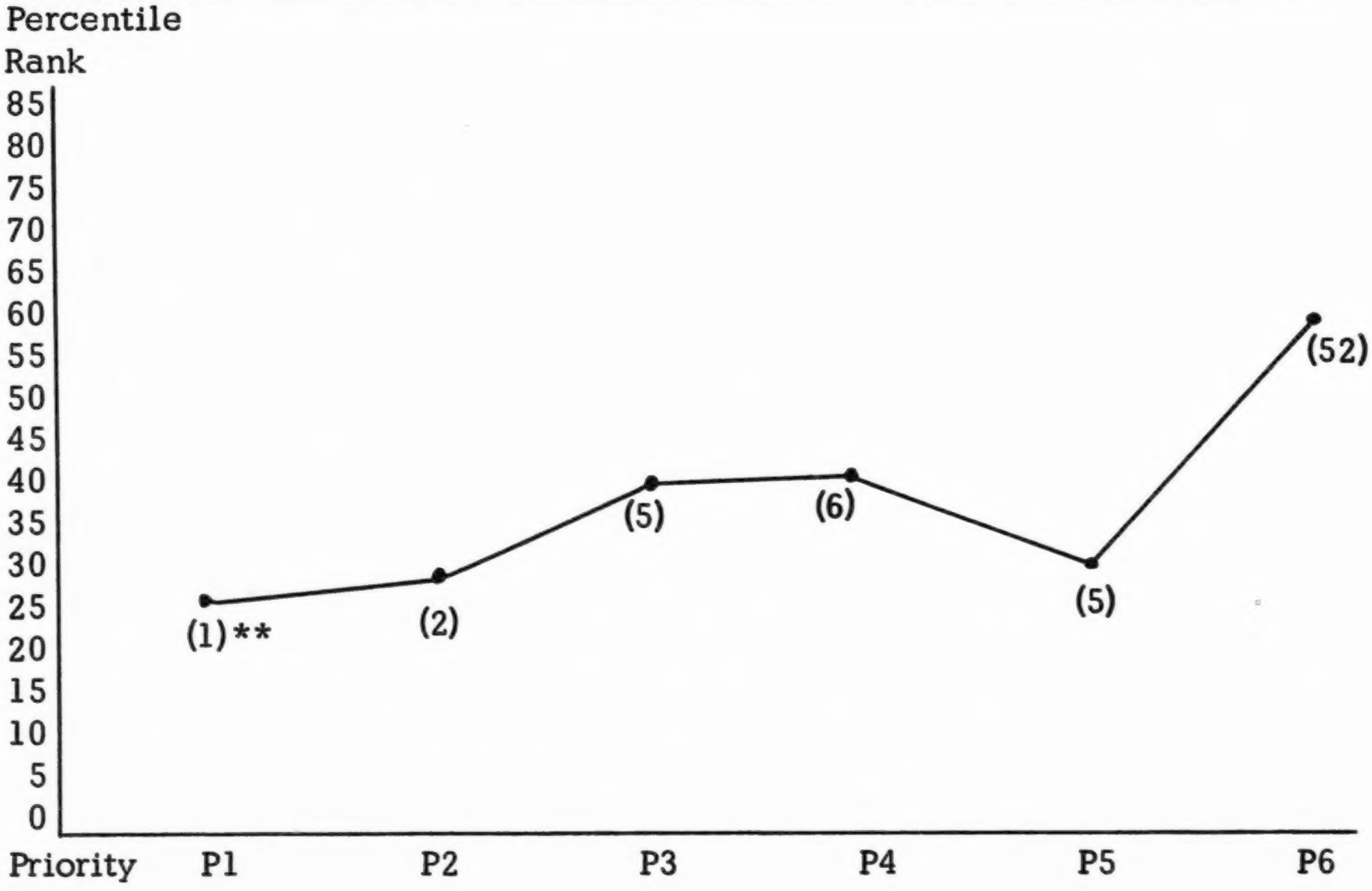
TABLE XXXII

PERCENTILE RANKS OF READING* SCORE MEANS IN GRADE SIX BY SCHOOL PRIORITY

Priority	P1	P2	P3	P4	P5	P6
Percentile Rank	26	27	40	41	31	59
Number of Schools	1	2	5	6	5	52

TABLE XXXIII

A GRAPHIC DESCRIPTION OF PERCENTILE RANKS OF READING* SCORE MEANS IN GRADE SIX BY SCHOOL PRIORITY



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*Stanford Achievement Test, Intermediate II, Grades 5-6, by Truman L. Kelley, Richard Madden, Eric F. Gardner, and Herbert C. Rudman, Harcourt, Brace & World, Inc., 1964 edition, Word Meaning.

**Number of schools represented in the Percentile Rank.

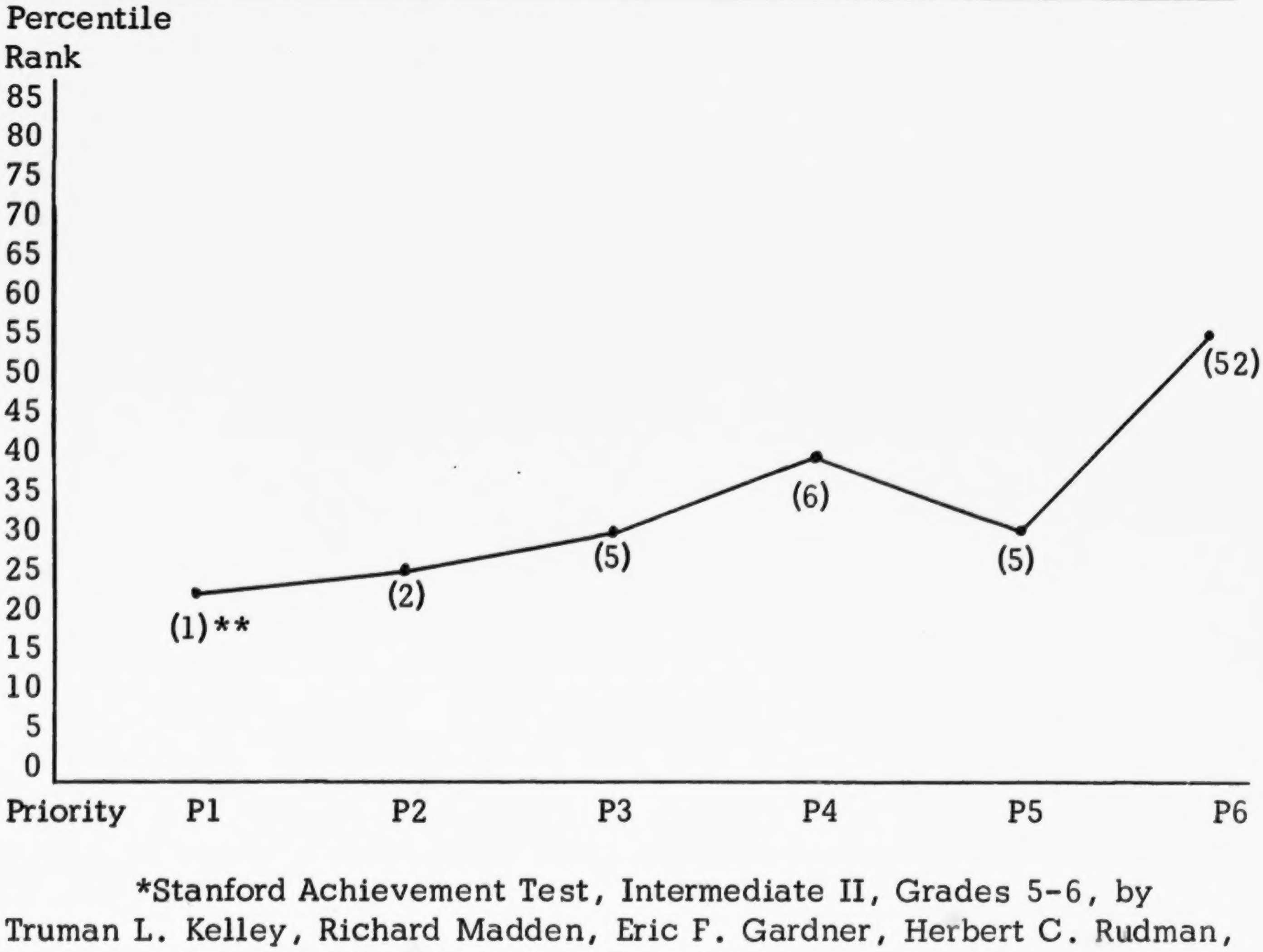
TABLE XXXIV

PERCENTILE RANKS OF READING* SCORE MEANS IN GRADE SIX BY SCHOOL PRIORITY

Priority	P1	P2	P3	P4	P5	P6
Percentile Rank	23	24	31	39	31	54
Number of Schools	1	2	5	6	5	52

TABLE XXXV

A GRAPHIC DESCRIPTION OF PERCENTILE RANKS OF READING* SCORE MEANS IN GRADE SIX BY SCHOOL PRIORITY



*Stanford Achievement Test, Intermediate II, Grades 5-6, by Truman L. Kelley, Richard Madden, Eric F. Gardner, Herbert C. Rudman, Harcourt, Brace and World, Inc., 1964 edition, Paragraph Meaning.

**Number of schools represented in the Percentile Rank.

Thirty-three Columbus schools used the California Reading Test and data are presented from 31 of them (See Tables XXXVI&XXXVII)in view of the grade equivalent of the average score. If the 6.0 level is considered the expected reading level for sixth graders (a conservative estimate because tests were administered sometime after the beginning of school) the average score for the priority I schools is eight months below expectation. The grade equivalent of the average score for priority II schools is six months below expectation and that for priorities III and IV is four months below expectation. The grade equivalents for the average scores in priority V and non-priority schools are, respectively, two and three months higher than this expectation.

Grade equivalents for the average arithmetic score in each priority classification on the California Arithmetic Test are presented in Tables XXXVIII and XXXIX. In terms of the conservative 6.0 expected grade equivalent, the average score of priority I and priority II schools is satisfactory. Yet, the discrepancy between these schools and priority III and IV schools is two months; from priority V schools it is four months; and from non-priority schools it is eight months.

Grade Eight

Arithmetic scores on the California Arithmetic Test and Reading scores on the Nelson Reading Test were analyzed in grade eight. Eighteen of the 24 junior high schools used the California Arithmetic Test. Each of

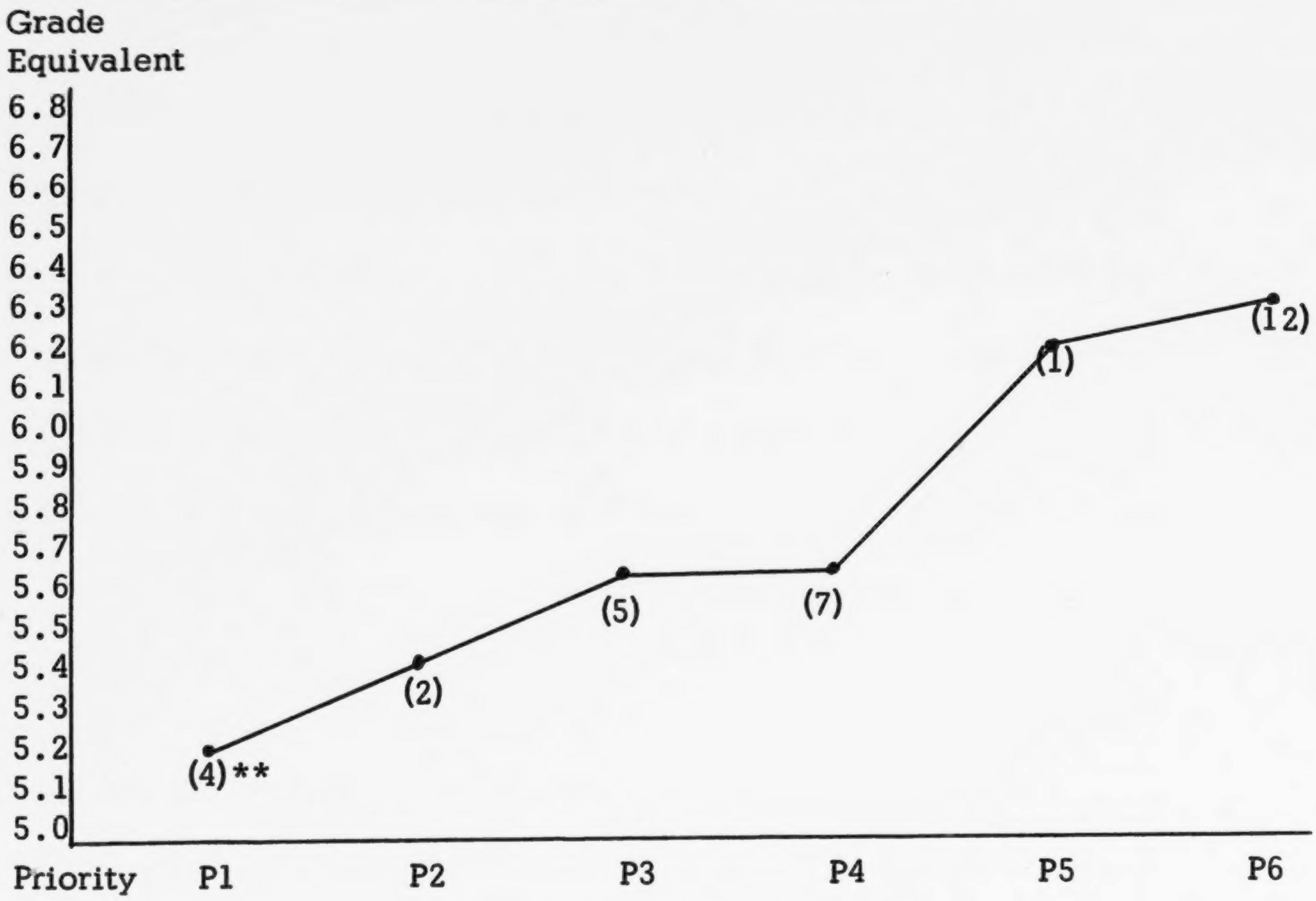
TABLE XXXVI

GRADE EQUIVALENTS OF READING* SCORE MEANS IN GRADE SIX BY SCHOOL PRIORITY

Priority	P1	P2	P3	P4	P5	P6
Grade Equivalent	5.2	5.4	5.6	5.6	6.2	6.3
Number of Schools	4	2	5	7	1	12

TABLE XXXVII

A GRAPHIC DESCRIPTION OF GRADE EQUIVALENTS OF READING* SCORE MEANS IN GRADE SIX BY SCHOOL PRIORITY



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*California Achievement Tests--Reading, Grades 4, 5, and 6, Form X, devised by Ernest W. Tiegs and Willis W. Clark, California Test Bureau, 1957.

**Number of Schools represented in the Grade Equivalent.

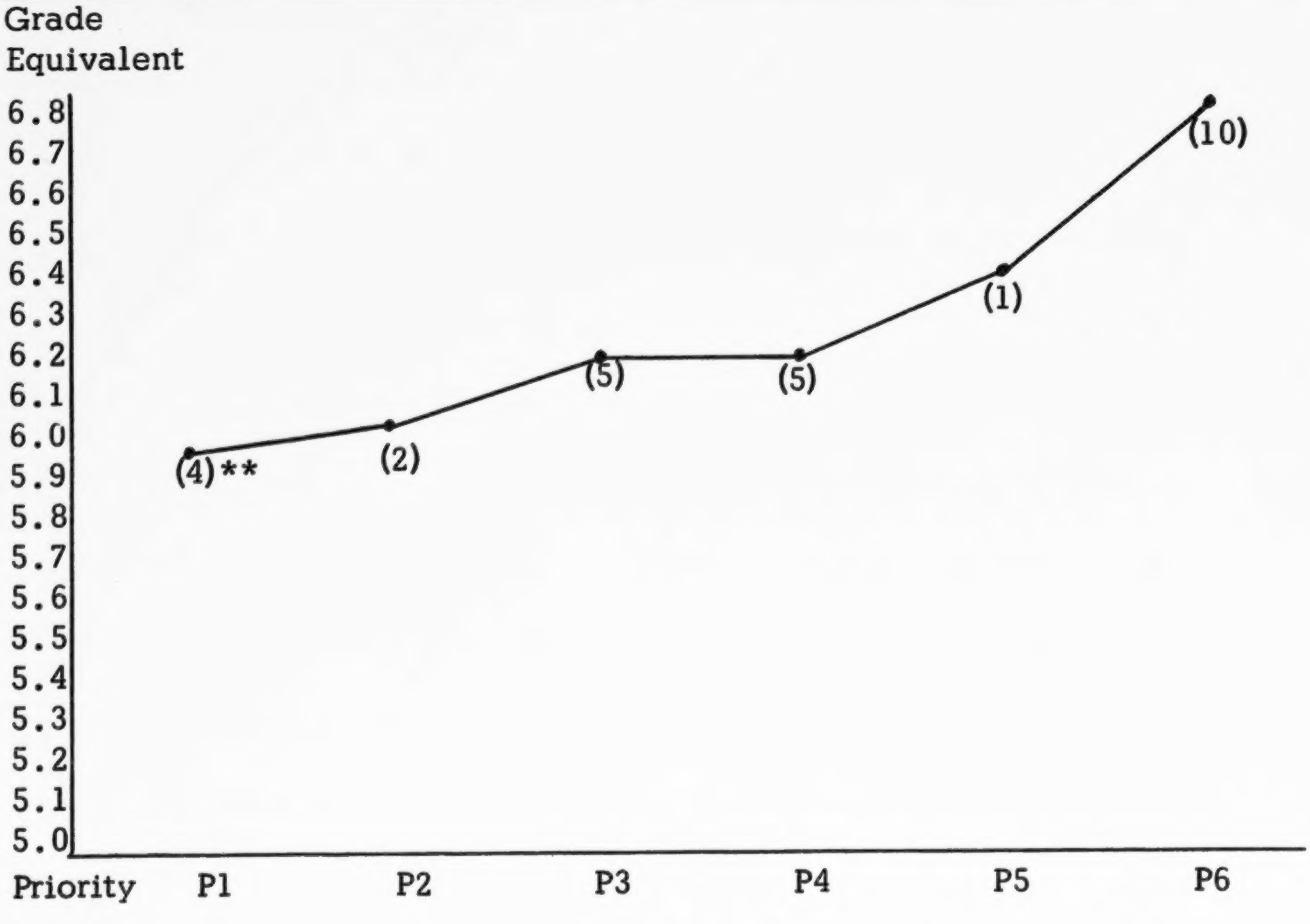
TABLE XXXVIII

GRADE EQUIVALENTS OF ARITHMETIC* SCORE MEANS IN GRADE SIX BY SCHOOL PRIORITY

Priority	P1	P2	P3	P4	P5	P6
Grade Equivalent	6.0	6.0	6.2	6.2	6.4	6.8
Number of Schools	4	2	5	5	1	10

TABLE XXXIX

A GRAPHIC DESCRIPTION OF GRADE EQUIVALENTS OF ARITHMETIC* SCORE MEANS IN GRADE SIX BY SCHOOL PRIORITY



*California Achievement Tests--Arithmetic, Grades, 4, 5, and 6, Form X, devised by Ernest W. Tiegs and Willis W. Clark, California Test Bureau, 1957.

**Number of schools represented in the Grade Equivalent.

these 18 schools is represented in the data on percentile ranks, Tables XL and XLI. One priority I school and one priority II school administered this test. Eighty-six per cent of the children in the national norming sample scored higher than this average score of the school in priority I while 76 per cent scored higher than the average score of the school in priority II. Priority III, IV, and V schools are, again, much lower than the expected fiftieth percentile. Non-priority schools are performing at or near this expectation.

Grade equivalents for scores on the Henmon Nelson I.Q. test for 14 of the Columbus junior high schools are presented in Tables XLII & XLIII. No priority I or II schools are included. Using a conservative expectation of 8.0, the average score for priority III schools is one year below expectation. For priority IV and V schools it is three months below expectations, and for non-priority schools it is seven months above.

Tables XLIV&XLV indicate the percentile ranks for the average scores by priority classification of eighth grade children on the California Language Test. Data for 12 of the 18 schools using this test were analyzed. No priority II or V schools are represented. The average language scores for priority I, III, and IV schools are lower than 79, 82, and 66 per cent respectively of the national norming sample. The average score for the non-priority schools is again quite satisfactory at the sixty-one percentile level.

Grade Nine

Tables XLVI&XLVII present grade equivalents for the average reading scores on the Nelson Reading Test by priority classification and Table XLVIII

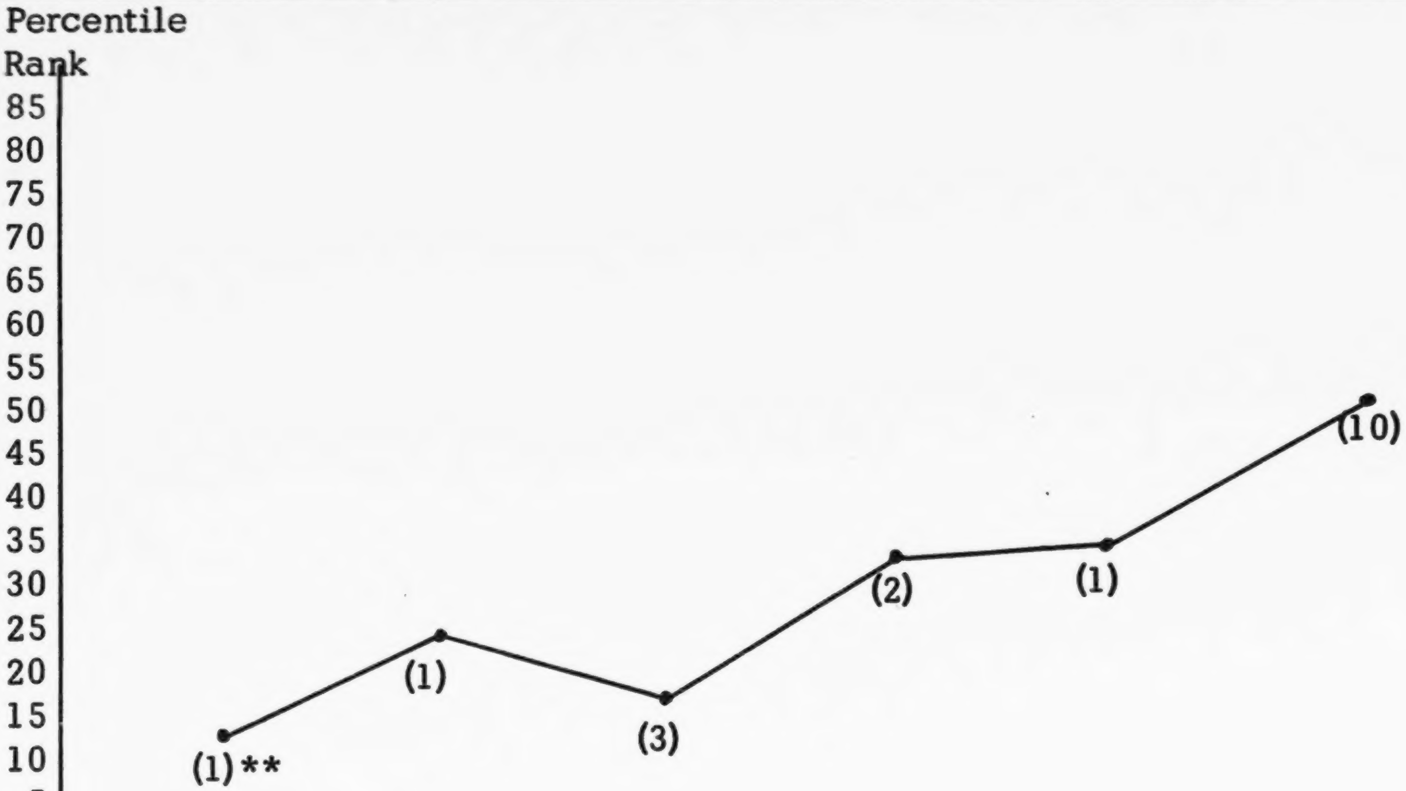
TABLE XL

PERCENTILE RANKS OF ARITHMETIC* SCORE MEANS IN GRADE EIGHT BY SCHOOL PRIORITY

Priority	P1	P2	P3	P4	P5	P6
Percentile Rank	14	24	18	33	34	47
Number of Schools	1	1	3	2	1	10

TABLE XLI

A GRAPHIC DESCRIPTION OF PERCENTILE RANKS OF ARITHMETIC* SCORE MEANS IN GRADE EIGHT BY SCHOOL PRIORITY



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*California Achievement Tests--Arithmetic, Junior High Level, Grades 7-9, Form W, devised by Ernest W. Tiegs and Willis W. Clark, California Test Bureau, 1957 edition.

**Number of schools represented in the Percentile Rank.

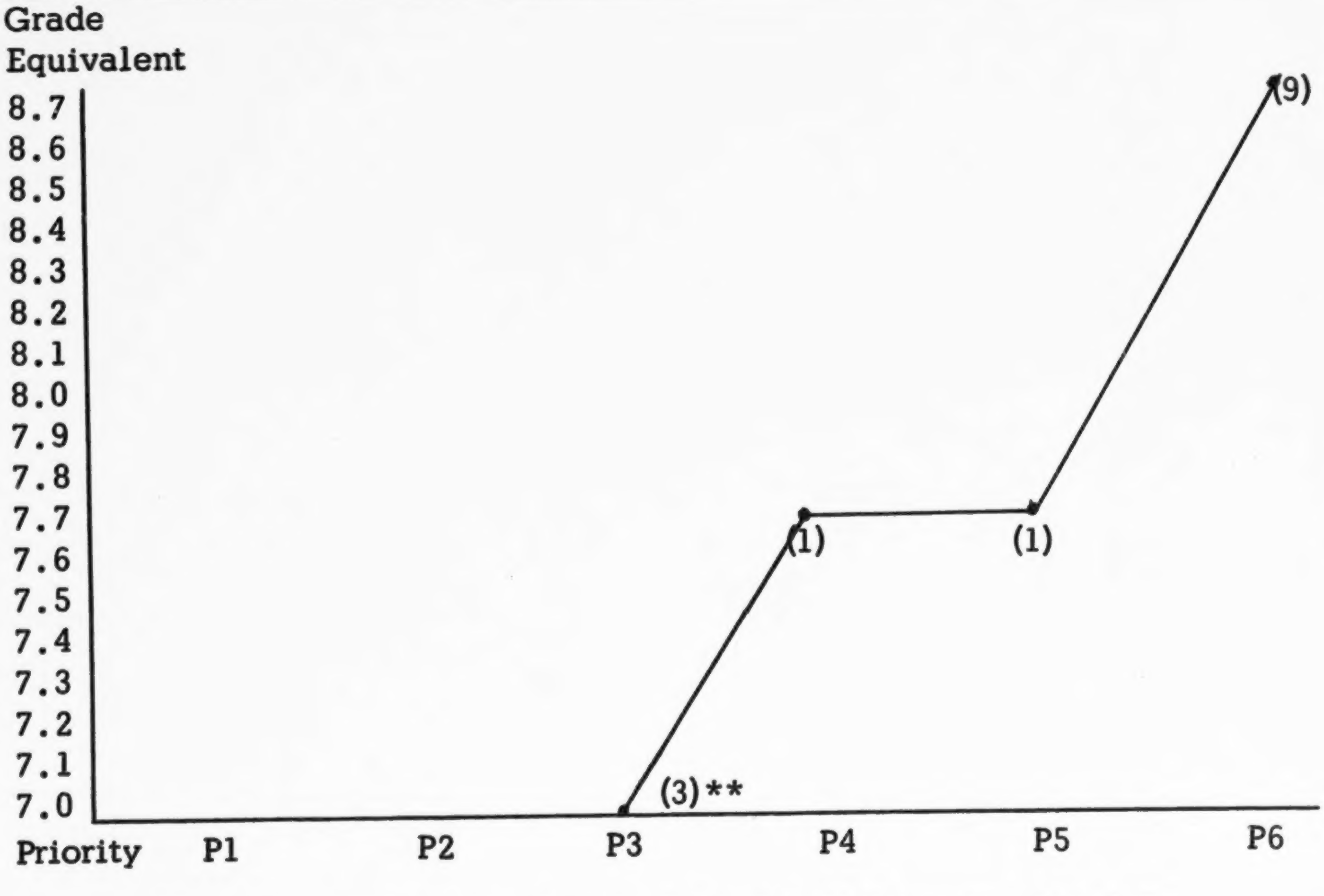
TABLE XLII

GRADE EQUIVALENTS OF I.Q.* RAW SCORE MEANS IN GRADE EIGHT BY SCHOOL PRIORITY

Priority	P1	P2	P3	P4	P5	P6
Grade Equivalent	--	--	7.0	7.7	7.7	8.7
Number of Schools	--	--	3	1	1	9

TABLE XLIII

A GRAPHIC DESCRIPTION OF GRADE EQUIVALENTS OF I.Q* RAW SCORE MEANS IN GRADE EIGHT BY SCHOOL PRIORITY



*The Henmon-Nelson Tests of Mental Ability, Grades 6-9, Form A, revised by Tom A. Lamke, Ph.D., and M. J. Nelson, Ph.D., Houghton Mifflin Company, 1957 revised edition.

**Number of schools represented in the Grade Equivalent.

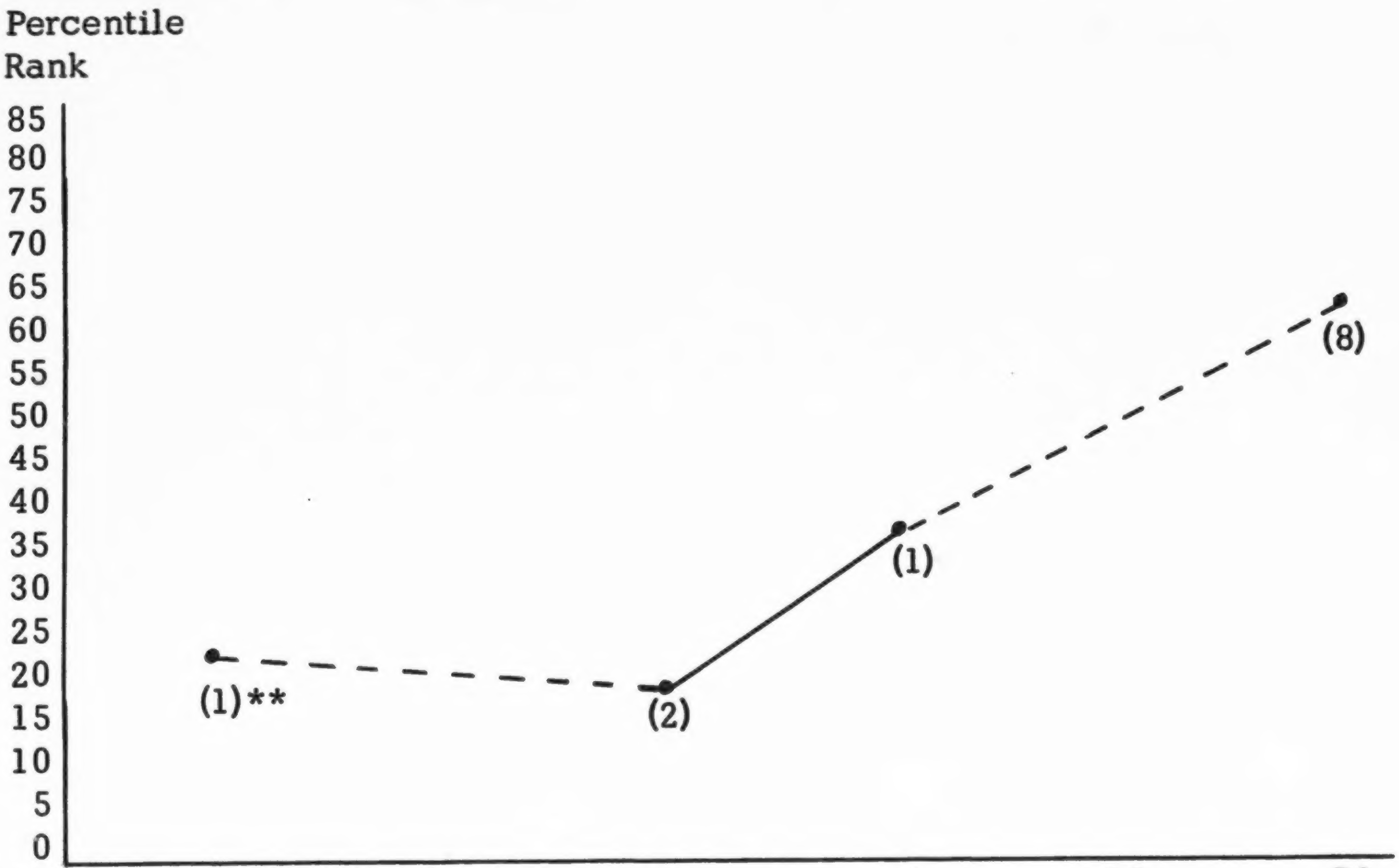
TABLE XLIV

PERCENTILE RANKS OF READING* SCORE MEANS IN GRADE EIGHT BY SCHOOL PRIORITY

Priority	P1	P2	P3	P4	P5	P6
Percentile Rank	21	--	18	34	--	61
Number of Schools	1	--	2	1	--	8

TABLE XLV

A GRAPHIC DESCRIPTION OF THE PERCENTILE RANKS OF READING* SCORE MEANS IN GRADE EIGHT BY SCHOOL PRIORITY



*California Achievement Tests--Language Tests, Junior High Level, Grades 7-9, Form W, devised by Ernest W. Tiegs and Willis W. Clark, California Test Bureau, 1957 edition.

**Number of schools represented in the Percentile Rank.

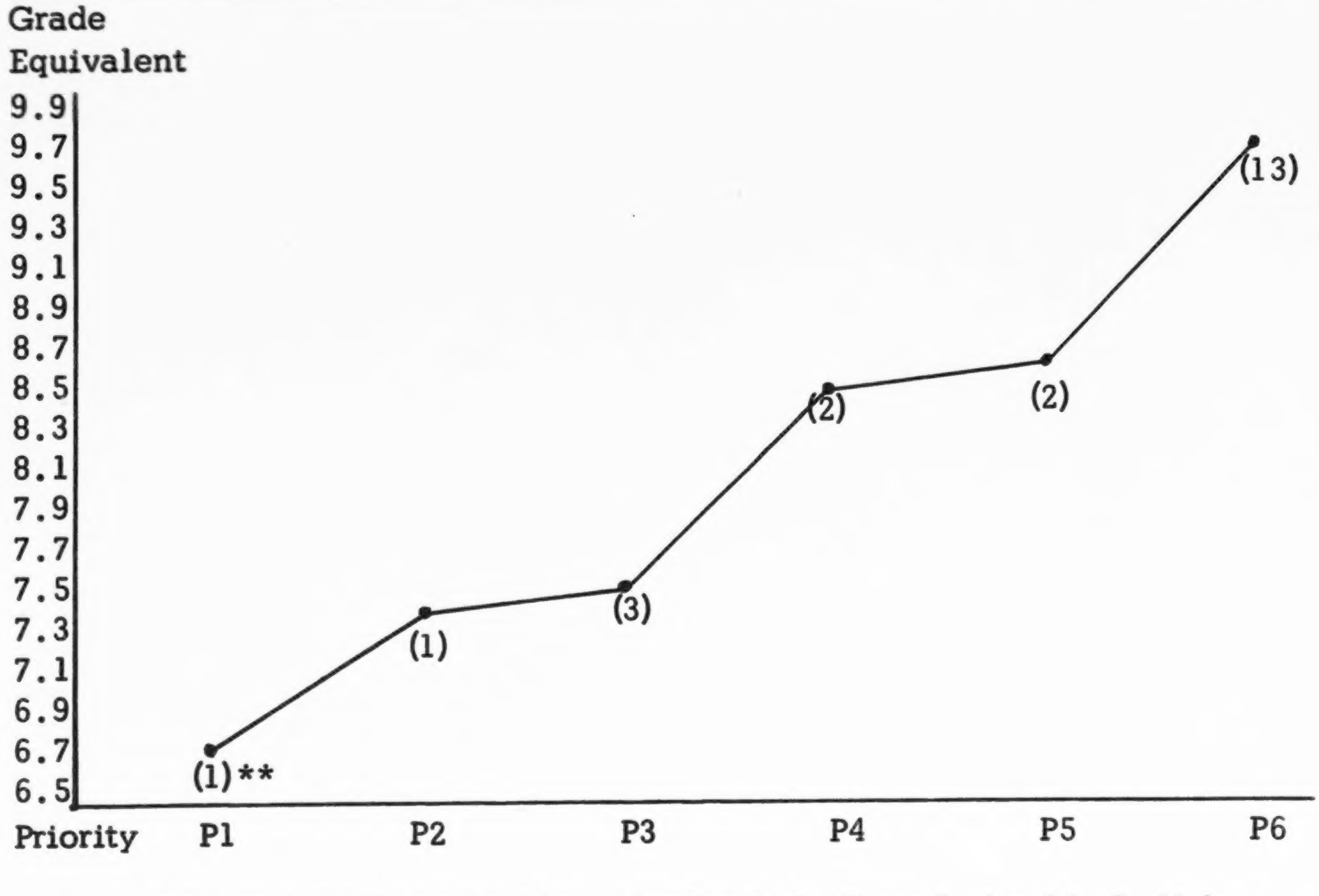
TABLE XLVI

GRADE EQUIVALENTS OF READING* SCORE MEANS IN GRADE NINE BY SCHOOL PRIORITY

Priority	P1	P2	P3	P4	P5	P6
Grade Equivalent	6.7	7.4	7.5	8.5	8.6	9.6
Number of Schools	1	1	3	2	2	13

TABLE XLVII

A GRAPHIC DESCRIPTION OF GRADE EQUIVALENTS OF READING* SCORE MEANS IN GRADE NINE BY SCHOOL PRIORITY



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*The Nelson Reading Test, Grades 3-9, Form A, by M. J. Nelson, Ph.D., Houghton Mifflin Company, 1962 revised edition.

**Number of schools represented in the Grade Equivalent.

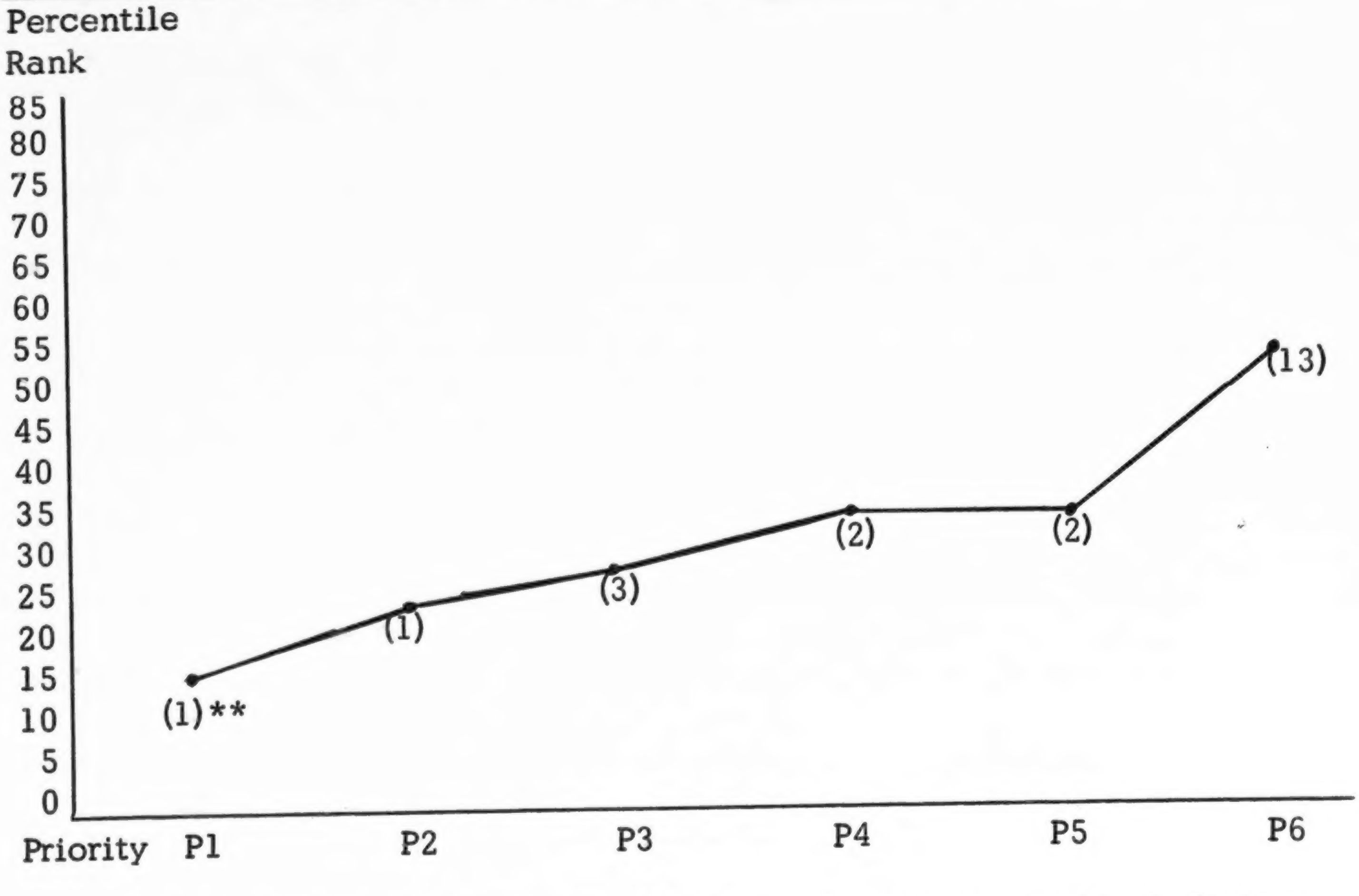
TABLE XLVIII

PERCENTILE RANKS OF READING* SCORE MEANS IN GRADE NINE BY SCHOOL PRIORITY

Priority	P1	P2	P3	P4	P5	P6
Percentile Rank	15	22	23	33	33	52
Number of Schools	1	1	3	2	2	13

TABLE XLIX

A GRAPHIC DESCRIPTION OF PERCENTILE RANKS OF READING* SCORE MEANS IN GRADE NINE BY SCHOOL PRIORITY



*The Nelson Reading Test, Grades 3-9, Form A, by M. J. Nelson, Ph.D., Houghton Mifflin Company, 1962 revised edition.

**Number of schools represented in the Percentile Rank.

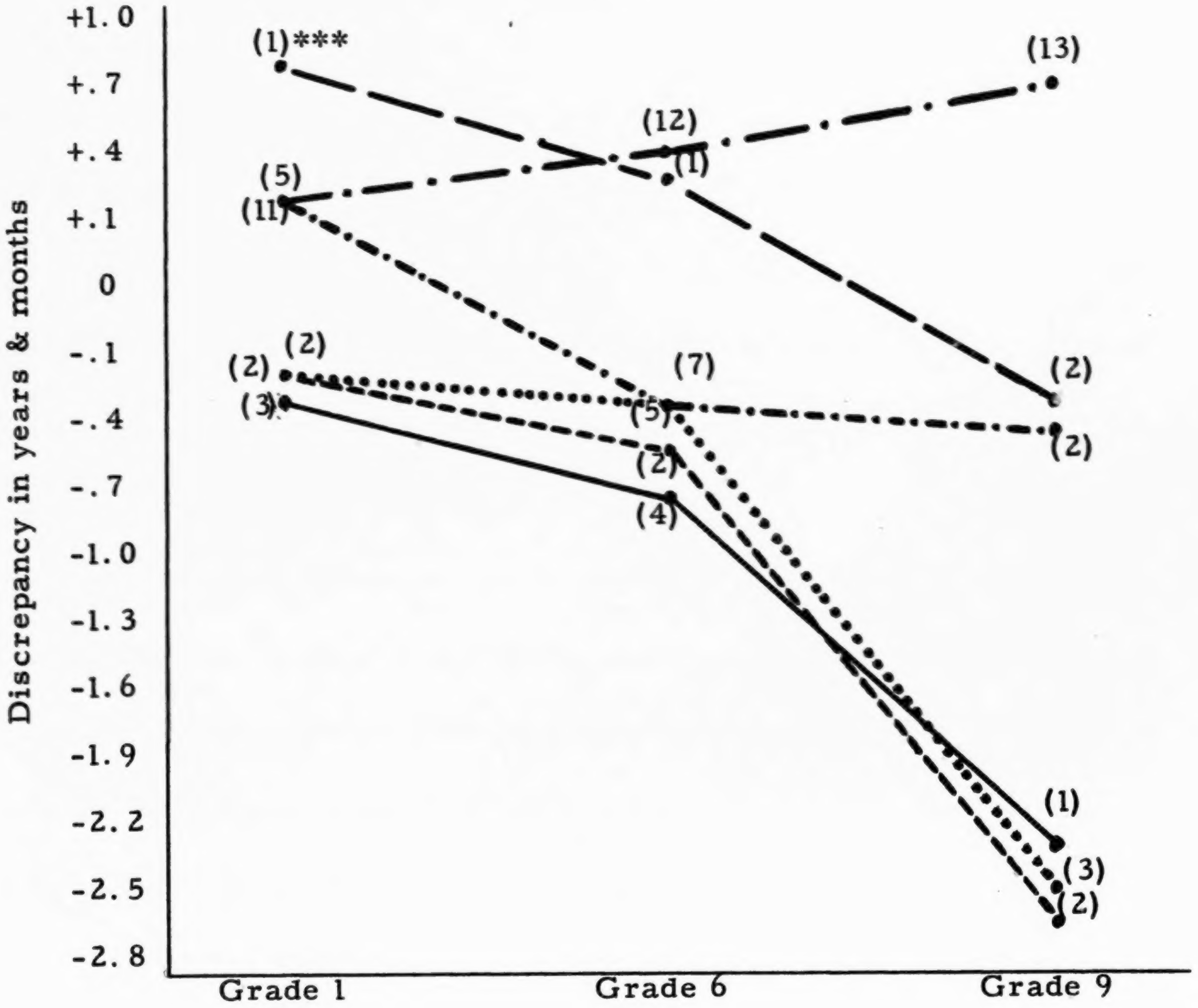
and Table XLIX present the percentile ranks for these data. Twenty-four schools administered this test and 22 were analyzed. The priority I school represented has a percentile rank of 15 and a grade equivalent of 6.7, discrepant from 9.0 by two years and three months. The priority II school average is one year and six months below expectation while the average for priority III schools is one year and five months below expectation. The priority IV and V school averages are considerably higher but still five and four months respectively below expectation. The non-priority schools average is six months above expectation.

Comparisons of Average Reading Scores in Priority and Non-Priority Schools Across Grade Levels

Table L presents grade equivalent discrepancies of average reading scores at grades one, six, and nine for the various priority schools and the non-priority schools. The zero point on the graph represents the expectation that first graders read at the 1.0 level, that sixth graders read at the 6.0 level, and that ninth graders read at the 9.0 level. This is a conservative expectation since reading tests are generally given sometime later than the beginning of the first month of the school year. Dates for testing vary throughout the system. In the first grade the average reading score for priority IV, V, and non-priority schools is above expectation. Priority I, II, and III school average scores, on the other hand, range from two to four months below this level. At the sixth grade, priority V and non-priority

TABLE L

Grade Equivalent Discrepancies of Average Reading* Scores at Grades One, Six, and Nine by Priority Classification**



*Grade 1 - American School Reading Readiness Test, Form X, by Willis E. Pratt and George A. W. Stouffer, Jr., Bobbs-Merrill Co., Inc., 1964 Edition. Lee Clark Reading Readiness Test, Grades K-1, devised by J. Murray Lee and Willis W. Clark, California Test Bureau, 1962 Edition.

*Grade 6 - California Achievement Tests-Reading, Grades 4, 5 & 6, Form X, devised by Ernest W. Tiegs and Willis W. Clark, California Test Bureau, 1957 Edition.

*Grade 9 - The Nelson Reading Test, Grades 3-9, Form A, by M. J. Nelson, Ph.D., Houghton Mifflin Company, 1962 Revised Edition.

**Priority 1 ————————
Priority 2 - - - - - - - - -
Priority 3 · · · · · · · · · · · ·
Priority 4 —·—·—·—·—·
Priority 5 ——— ——— ———
Non-Priority —— · —— · ——

***Number of Schools represented in the average.

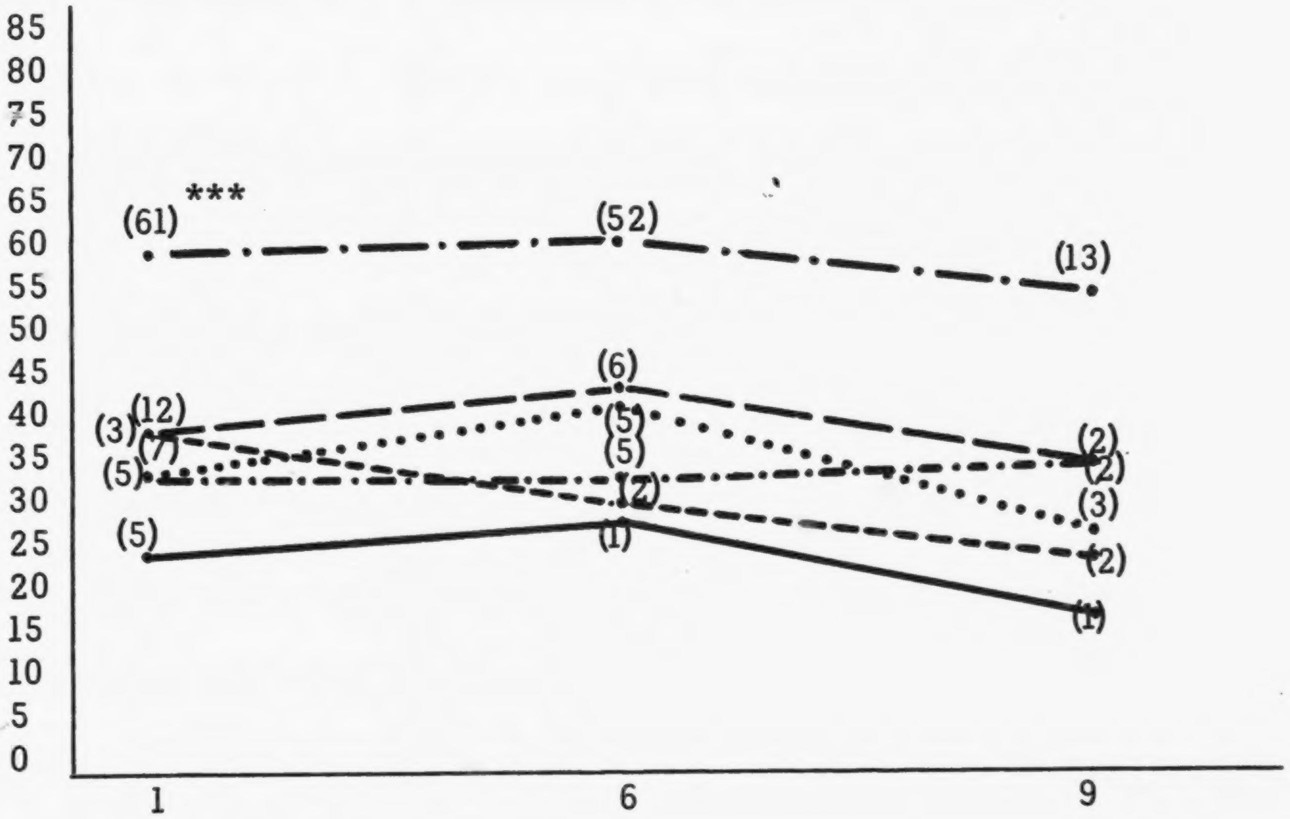
schools remain above this expectation. Priority I, II, III, and IV school averages range from four to eight months below this expectation. In the ninth grade only the non-priority schools remain above this expectation. Priority IV and V schools are four to five months behind. Priority I, II, and III school reading averages are from two years and three months to two years and six months below this expectation. Children in these schools begin at less than grade level, and they fall further behind as they move through the grades.

The average reading scores of all Columbus schools could not be transformed to grade equivalents. In those schools it was necessary to transform the average reading scores in each priority classification to percentiles. The progressively greater reading deficiency of students in the priority schools is again quite apparent as depicted in Table LI. If we expect the average reading score to be at the fiftieth percentile, meaning that half of the students in the national norming sample scored higher than this and half scored below, all the remaining priority schools are well below this expectation. The average reading scores in the non-priority schools are above this expectation.

In the first grade the average reading scores for priority II and IV schools is at the thirty-eighth percentile. In the priority III and V schools, it is even lower, at the thirty-third percentile. In the priority I schools it is at the twenty-third percentile. In the sixth grade the percentile rank for

TABLE LI

Percentile Ranks of Average Reading* Scores at Grades One, Six, and Nine by Priority Classification**



*Grade 1 - American School Reading Readiness Test, Form X, by Willis E. Pratt and George A. W. Stouffer, Jr., Bobbs-Merrill Co., Inc., 1964 Edition.

Metropolitan Readiness Tests, Form A, by Gertrude H. Hildreth, Nellie L. Griffiths, and Mary E. McGauvaron, Harcourt, Brace, and World, Inc., 1965 Edition.

*Grade 6 - Stanford Achievement Test, Intermediate I, Grades 5 to 6, by Truman L. Kelley, Richard Madden, Eric F. Gardner, Herbert C. Rudman, Harcourt, Brace, and World, Inc., 1964 Edition.

*Grade 9 - The Nelson Reading Test, Grades 3-9, Form A, by M.J. Nelson, Ph.D., Houghton Mifflin Company, 1962 Revised Edition.

**Priority 1 ————
Priority 2 --------
Priority 3 ··········
Priority 4 — — — — —
Priority 5 -·-·-·-·-·
Non-Priority ——·——·

***Number of schools represented in the average.

priority I, III, and IV schools is slightly higher, at the twenty-sixth, fortieth, and forty-first percentile, respectively. In priority II and V schools the percentile rank has dropped to the twenty-seventh and thirty-first percentile. In grade nine the percentile rank for priority I schools has fallen to the fifteenth percentile. The priority II schools' average reading score is now at the twenty-second percentile while that for priority III schools is at the twenty-third percentile. Priority IV and V school averages in the ninth grade are at the thirty-third percentile. These data are not visually so dramatic as the grade equivalent data; however, the highest average reading score for priority schools was lower than the scores of 59 per cent of the children in the national norms. Further, the lowest average reading score for priority schools is lower than 85 per cent of the children in the national sample.

Summary

At every grade level on each of the tests the priority I and II school average scores fall far below expectation. The non-priority school average scores fall at or above expectation. The priority III, IV, and V schools average scores are somewhat higher generally than those in the priority I and II schools and lower than those in non-priority schools. The differences between schools in priorities III, IV, and V do not follow a consistent pattern.

The comparison of reading scores in the different priority schools at grades one, six, and nine reveals a dramatic and increasing difference in grade level gap. Priority I, II, and III schools start out in the first grade at three, two and two months below the 1.0 grade equivalent; by the sixth grade they are between four and eight months below expectation. And by the ninth grade they are from two years, three months to two years, six months below expectation.

It must be remembered that ninety-four schools in the Columbus Public School system are non-priority schools. The learning of basic reading and arithmetic skills in these schools is very good and the school system and community can be proud of this achievement. With reference to these basic skills, the average scores of non-priority schools at every grade level are comparable to and in the majority of cases well above the median performance of students in national samples.

The same data, however, show clearly the average test scores of schools classified as priority I through V (especially those in priorities I and II) are far below national norms and the averages of the non-priority schools in Columbus. Furthermore, the deficiency in achievement becomes greater for the priority schools at progressively higher grade levels. Previous reports of achievement of minority group and lower socioeconomic pupils from various cities across the country have repeatedly exhibited this distressing trend.

Non-school (environmental) factors undoubtedly contribute to low achievement in priority schools. But the schools have the clear responsibility for exerting leadership and ingenuity for compensating for many limitations. James Coleman has aptly summarized this problem for the nation: "Whatever may be the combination of non-school factors--poverty, community attitudes, low educational level of parents--which put minority children at a disadvantage in verbal and non-verbal skills when they enter the first grade, the fact is the schools have not overcome it." If it requires more time, more personnel, more facilities, new policies, and more money to overcome the non-school factors, the schools and the community must acquire these resources. The schools must take the leadership if progress is to be made.

Recommendation:

It is recommended that the Columbus Public Schools assume leadership and responsibility for securing additional resources, perhaps reallocating some resources which are presently available, and working with other agencies and parents to provide educational opportunities (in the broad, community-wide sense of the term) which will enable all children to assume a meaningful and self-fulfilling place in the American social order. It is recognized that the achievement of this objective will require long-range and continuing efforts and that it cannot be accomplished en toto within a year of perhaps even within five years. Yet, it is possible and, in our judgment, necessary to take the first step in this direction immediately. This step is to commit the school system to the proposition that it does have the responsibility to educate children to the utmost of their potential without regard for potentially confounding non-school factors and that this responsibility includes the exercise of community-wide leadership to reduce any potentially miseducative impact of such non-school factors.

Implementation:

Implementation is outlined in the "Equality of Educational Opportunity" section of this report and includes:

(1) Moving ahead vigorously on effecting pre-construction open-housing agreements.

(2) Effecting managed integration.

(3) Accelerating compensatory efforts.

Testing Program

Efforts to study the achievement score data made it clear that the present school testing program is inadequate for system evaluation, research, and decision making about school programs. Because each school has three test options to measure each of the factors of reading, mathematics, and intelligence, it is virtually impossible to compare any one factor across all schools at a given grade level or across grade levels.

Recommendation:

It is recommended that a standard test be used by all schools to measure each factor at each grade level. If personnel in particular schools feel that certain tests increase their ability to understand their pupils, they should be free to administer those tests for their own use but should also administer the standard test.

X. STUDENT ATTITUDES AND MOTIVATION

"I have been talking to counselors for I don't know how long for a job. And I haven't gotten anything."

"The Counselors are good but there just aren't enough of them."

Going to school with children of different races: "Our schools is only white, but I would like to go where colored people are because from sports I have found out these Negroes are good guys and some are a lot better than some white people I know."

"I think that schools should be segregated because the niggers here are too much like the ones in riots."

"The school in which this neighborhood is located is a middle class neighborhood. Very suitable to live in."

"--it's okay (i.e., school neighborhood) except I wouldn't walk down any of the streets around it alone."

"The thing most in need of improvement in this school is the attitude of the administration. They run this school as if all of us are third graders. They try to keep everyone under control by force, and this only breeds resentment."

The job that this school is doing in preparing students for later life: "Teachers telling you how hard it is, when you get out into the world on your own."

"What later life? After you spend some time in P.O.D. (Problems of Democracy) studying pollution, strangling cities, over-population, and nuclear attack you don't think about later life--just now."

The above comments were offered by students in the Columbus Public Schools. They were given by high school seniors enrolled in schools in the inner city and the outer city in response to a request to anonymously state opinions about the Columbus Public Schools. These responses and many more like them were analyzed to provide a picture of students views on the schools and their perceptions of the education they are receiving in them. In addition, these more subjective measures were supplemented by a variety of objective tests which inquired, in a more formal way, into student attitudes and motivations.

This section contains two parts. The first presents the results of a content analysis of student responses to the open-ended questionnaire: the second presents an analysis of objective test data. Taken together, both kinds of analyses can help to pinpoint areas of student satisfaction and dissatisfaction with the schools, and thus call attention to areas requiring further study and/or corrective action.

Questionnaire Analysis

The following open-ended questions were analyzed:

Going to school with children of different races

Going to another school (in the suburbs or in the inner city) for all or part of my studies

The counselors here

Feelings of people in my neighborhood about this school and the kind of education you get here

The respondents were samples of twelfth grade students from Central, East, and Linden McKinley among priority high schools, and Brookhaven, Eastmoor, and Whetstone among non-priority schools. There were approximately equal numbers of students in the priority and non-priority schools (about 300 in each). Because of multiple responses on questions, however, the numbers of responses do not always add up to 300 for each group. The intention in this section has been to provide a representative rather than exhaustive cataloguing of student replies, and to create as much as is possible a feeling for the kind of responses which the students have given.

Student responses to each question are treated below.

Going to school with children of different races. In general there appeared to be no overwhelming objection to integrated education (See Table LII). A sizeable group of pupils in both priority and non-priority schools were supportive of school integration. A somewhat smaller number of students in non-priority schools (as contrasted with students in priority schools) opposed integration, while about equal numbers of priority and non-priority students indicated no concern over this issue.

TABLE LII

SUMMARY OF REPLIES TO OPEN ENDED QUESTIONNAIRE: GOING TO SCHOOL WITH CHILDREN OF DIFFERENT RACES

Category	Frequency of Response	
	Priority Schools	Non-Priority Schools
Positive (i.e. great, all right, etc.)	126	97
Qualified	36	36
Doesn't bother me either way	63	71
Negative	19	74
Irrelevant (humorous unrelated comments, hostile remarks, etc.)	43	23
No response	7	6

The replies given below are representative of the kinds of responses which students offered:

> "There are some (members of other races) who are very nice. I believe it is their personality not their color."
>
> "As for going to school with different races, I personally would not object. As a matter of fact, I think this might do a lot toward improving race relations in this country."
>
> "It's ok if it doesn't go any farther than that."
>
> "It's ok, but some of them don't know their places. I'm not prejudiced but I don't think they should mix like they do."

The possibility of being bused was the single factor most often expressed by students in non-priority schools as reasons for their lack of interest in integrated education. When this issue is removed the vast majority of respondents appeared to be either positively disposed or unconcerned about integration in schools.

Going to another school (in the suburbs or in the inner city) for all or part of my studies. This question is closely tied to the previous one, and indeed, frequently evoked similar kinds of responses. The largest category of respondents in both priority and non-priority areas most often expressed interest in remaining in their present schools. In many instances these respondents did not completely rule out the possibility of attending inner or outer city schools for all or part of their studies; they merely asserted satisfaction with their current school placement. There were of course, many shades of responses, and a full range of emotion expressed on this issue.

A number of responses were given such as "I wouldn't want to" attend another school for all or part of my studies. There were also a few very strongly emotional remarks such as the one given by a student enrolled in a high priority school.

> "I wouldn't attend another high school if my life depended on it. I love _______ and no one can tell me there is a better high school.

The full range of responses given by students is presented in Table LIII.What seems noteworthy in responses summarized in Table LII and in Table LIII is the paucity of incisive comments on the value of integrated education for the individual. The necessity for dialogue between the races, the opportunity to learn about others as a basis for the elimination of racial stereotypes, or the possibility of easing tensions among races, were rarely mentioned. On the other hand, there was no evidence in the student replies suggestive of a desire for separation, i.e., Black or White Power. The pervasive feeling, except where personal inconvenience or busing is involved, seemed to be one of student apathy in regard to the issue of integration in education.

There is evidence to indicate that the Columbus Schools are sensitive to the need for increased understanding among students from diverse ethnic and economic backgrounds. However, the data reported here on student attitudes suggest that much work remains to be done.

TABLE LIII

SUMMARY OF REPLIES TO OPEN ENDED QUESTIONNAIRE: GOING TO ANOTHER SCHOOL (IN THE SUBURBS OR IN THE INNER CITY) FOR ALL OR PART OF MY STUDIES

Category	Frequency of Response	
	Priority Schools	Non-Priority Schools
Positive Responses:		
Very beneficial, good experience, etc.	19	21
Yes, would be nice to change	18	7
Yes, would learn more about people	5	13
Makes no difference	6	6
Qualified Responses:		
Student should use his own discretion	6	8
Depends upon program	8	7
Part of the time	0	2
If better program	6	33
Negative Responses:		
No	37	13
No, my school offers everything I need	10	0
Prefer to stay in own school	59	78
Suburban schools are better	8	7
Will change if absolutely necessary	6	6
Grades would be badly affected	1	1
Transportation is an imposition	10	38
Disagree with whole idea	5	36
Too time consuming	9	10
Suburbans are prejudiced	1	0
If all white school	3	0
Prefer inner city school	6	0

6

TABLE LIII (cont.)

Category	Frequency of Response	
	Priority Schools	Non-Priority Schools
Suggestions for Implementation:		
Should start in grade school	1	1
Only full-time--no part-time	21	10
Other:		
All schools should be equal	8	6
Good idea, not practical	0	1
Would miss my friends	4	9
Just want a good education	1	0
What difference does it make	1	0

The counselors here. This section presents student reactions to school counselors in priority and non-priority schools. Counselors in public schools have been a much maligned group. This is especially the case in schools enrolling large numbers of minority pupils where accusations of undercounseling (i.e., guiding children into occupations which are below the level of their actual abilities) or no counseling have been frequently made.

The present survey revealed generally positive attitudes toward counselors in the Columbus Schools (See Table LIV). This has been the case for priority and non-priority schools at the junior high as well as at high school levels. No students, however, felt that the numbers of counselors were adequate to take care of student need. The students wrote:

> "Our counselors are helpful, fairly well informed, and available. They go out of their way to help."
>
> "The counselors are good, but there are only 3 for 1300 students."

Approximately ten per cent of student comments were clearly negative in tone. In many instances the names of specific counselors were mentioned as appearing to be uninterested in student problems, unsympathetic, uninformed, or generally incompetent. There was, however, no tendency for such perceptions to occur with greater frequency in

TABLE LIV

SUMMARY OF REPLIES TO OPEN ENDED QUESTIONNAIRE: THE COUNSELORS HERE

Category	Frequency of Responses	
	Priority Schools	Non-Priority Schools
Counselor characteristics: Positive evaluation (i.e. understanding, interested, etc.)	424	404
Counselor evaluation: Negative	67	69
Could be better	24	14
Number in school and availability:		
Adequate	0	0
Inadequate	14	43
Not enough personal contact with students	4	9
Counselors are hard to find	14	11
Too busy with jobs other than counseling	11	11
Have had limited contact with counselors	10	24

priority schools. As can be seen from inspection of entries in Table III negative evaluations of counselors are given with almost identical frequency by students from priority and from non-priority schools.

It is obvious that student views of counselors are only one kind of information about the quality of counseling ~~programs~~ in the Columbus Schools. There is clearly the possibility that student judgments about the competence of counselors may be inaccurate. Such considerations as the appropriateness of recommendations, and other objective evidences of counseling performance are required for a comprehensive assessment of counseling services. The need for this kind of information has not been obviated by results reported here. However, any subsequent information of this type must be interpreted in the light of the present data which indicate general satisfaction with counseling services.

Feelings of people in my neighborhood about this school and the kind of education you get here. Throughout the OSU study information about the schools has come from many sources: from open meetings with parents and interested citizens, special meetings with neighborhood groups, and special groups concerned specifically with the schools, with civil rights groups, and with many others. A long list of grievances and suggestions for improvement has been compiled. None of the above sources actually involved students, although in many instances students were privy to information stemming from these meetings since their parents were frequently participants in them. In addition, it is suspected that virtually every student has had discussions with his parents and other adults about the schools and the quality of education received in them. The present concern was with the ways in which these discussions were interpreted by students. The results of this analysis are summarized in Table LV by school priority status. While not unequivocal, the results are clear: students from priority schools report more negative and fewer positive community reactions to the schools, whereas students in non-priority schools report the reverse attitude (i.e., a larger number of positive and fewer negative perceptions by community residents).

In general, particularly in priority schools, community views contradict student perceptions. Students are more positive in their perceptions of the schools than are adults. The need for the institution of mechanisms at the school level for systematically dealing with adult perceptions and adult grievances recommended elsewhere in this report seems particularly appropriate in the light of the above findings.

Analyses of Special Tests of Student Attitudes and Motivation

Twenty-four elementary, 14 junior high, and 10 senior high schools were included in the sample to whom objective tests of attitude and motivation were administered. These schools were randomly selected within priority groups and included, of course, both inner city and outer city schools. Students participating within a given school were also randomly

TABLE LV

SUMMARY OF REPLIES TO OPEN ENDED QUESTIONNAIRE: FEELINGS OF PEOPLE IN MY NEIGHBORHOOD ABOUT THIS SCHOOL AND THE KIND OF EDUCATION YOU GET HERE

Category	Frequency of Responses	
	Priority Schools	Non-Priority Schools
Positive Responses:		
Fine school	21	44
Good school	54	85
Average school	18	19
Good reputation	8	26
Good program	27	50
No complaints	8	18
Improving	5	0
Building (good)	1	9
Negative Responses:		
Don't care about the school	7	15
School for dummies, delinquents, and hoodlums	9	1
Below private schools	2	4
Racial prejudice exists in school	18	10
Student body poor	14	10
Too much emphasis on certain subjects or activities	10	9
Could be better	17	17
Poor	85	18
Slum school	4	0
Building	1	0
Miscellaneous Responses:		
No opinion	53	34
Mixed reaction	19	12
Don't know much about it	10	12

selected. The respondents were thus seen to be highly representative of a given school, and indeed, to mirror the total school population at the grade levels sampled.

The elementary schools studied were Barnett, Beatty Park, Beck Street, Broadleigh, Clarfield, Clinton, Douglas, Eleventh, Fair, Fifth, Franklinton, Garfield, Hamilton, Highland Avenue, Livingston Avenue, Maize Road, Northwood, Ohio Avenue, Reeb, Second Avenue, Shephard, Stewart Avenue, Westgate, and Willis Park. This group included four schools each at priority levels I and II, three schools each at priority levels IV and V, and nine non-priority schools.

Grade 4 and grade 6 classrooms were selected randomly in each of the above schools. Altogether, 37 fourth grade and 29 sixth grade classrooms were included in the final sample.

The junior high schools studied were Buckeye, Champion, Clinton, Crestview, Everett, Franklin, Hilltonia, Johnson Park, Linmoor, McGuffey, Mohawk, Monroe, Starling, and Westmoor. This group included two schools each at priority levels I and II, three schools at priority level III, and seven non-priority schools.

The high schools included were Brookhaven, Central, East, Eastmoor, Linden McKinley, Marion-Franklin, Mohawk, South, West, and Whetstone. Of this group, one school was priority I, four schools priority II, two schools priority III, and three schools non-priority.

The numbers of students surveyed at each grade level (and slow learners) are as follows:

Grade/Classification	Number of Students
4	934
6	772
8	1,339
9	3,203a
10	1,028
12	2,373a
Junior High Slow Learners	324b
Senior High Slow Learners	164
Total	10,140

a includes those receiving open-ended questionnaires

b not analyzed

The School Morale Scale, and a short form of Crandall's Children's Social Desirability Scale were administered at grades 4, 6, 8, and 10. The F Scale (A measure of authoritarianism), and measures of Educational Alienation, Fatalism, General Achievement Motivation, Self Concept, School Achievement Motivation, and Social Desirability were administered at grades 9 and 12.

The morale scales were administered for purposes of learning something of what is happening to Columbus public school students' school attitudes as they move from elementary through the senior high school. The scales given at grades 9 and 12 were designed to tap a variety of important attitudes and motivations at the end of junior high school, and at the end of senior high school.

The scales and measures are described briefly below.

School Morale Inventory. The Inventory is an 84 item scale of attitudes toward various aspects of the school. There are seven subscales; each, rather self-explanatory. Each subscale contains 12 items to which the subjects respond with "agree" or "disagree". The subscale titles are given below, along with representative scale items:

1. Morale about the school plant.

   Typical items:

   Compared with most school buildings I've seen, this building is nicer.

   My school building is too large; it is too far to walk from one class to another.

2. Morale about instruction and instructional materials.

   Typical items:

   My teachers use a lot of books, references and audio-visual materials to help me learn.

   Sometimes the assignments we are given are not very clear.

3. Morale about administration, regulations and staff.

   Typical items:

   There are too many rules and regulations in this school.

   The principal of this school is very fair.

4. Morale about community support of schools and parental involvement in the schools.

   Typical items;

   The parents of most of the students here are not interested in the schools.

   The people in this community want the schools to try out new educational methods and materials.

5. Relationships with other pupils.

   Typical items:

   I wish the other pupils at this school were friendlier to me.

   There is a lot more school spirit here than at most schools.

6. Morale about teacher student relationships.

   Typical items:

   All my teachers know me by name.

   There is not a single teacher in my school that I could go to with a serious problem.

7. General feelings about attending school.

   Typical items:

   I look forward to Friday afternoons because I won't have to go to school for two days.

   I would not change a single thing about my school, even if I could.

Social Desirability Scales. These scales assess the subjects tendency to give socially acceptable responses. When related to other tests, they tell us something about the reliance that can be placed upon the responses which the subjects have given. If the responses are to be meaningful, correlations between the test under consideration and social desirability should be low or negligible. This was the case in most instances. Separate, twenty item scales were utilized at the elementary and at the secondary levels.

Typical items:

I never forget to say please and thank you.

I am always glad to cooperate with others.

Authoritarianism. This scale measures a cluster of traits which include a high degree of conformity, dependence upon authority, overcontrol of feelings and impulses, rigidity of thinking, and ethnocentrism.

Typical items:

A few good leaders could make this country better than all the laws and talk.

Women should stay out of politics.

Educational Alienation. A scale designed to reflect student attitudes toward the education which they are receiving, with some emphasis upon its value for their future activities.

Typical items:

Too many of the things required in school are useless for later life or work.

Education is largely a waste of time.

Fatalism. A scale which reflects the extent to which the individual sees himself as being in control of his destiny or as the victim of circumstances and forces outside himself.

Typical items:

Children should learn very early there isn't much you can do about the way things are going to turn out in life.

The secret of happiness is not expecting too much out of life, and being content with what comes your way.

General Achievement Motivation. A measure of the respondents' general level of drive for the accomplishment of diverse objectives.

Typical items:

A man's real worth depends on what he accomplishes in this world.

I tend to set my goals so high that often they are beyond the reach of my actual abilities.

Self Concept. Student's view of himself with some attention given to his relationships with others.

Typical items:

Although people sometimes compliment me, I feel that I do not really deserve the compliments.

I think I would be happier if I didn't have certain limitations.

School Achievement Motivation. A measure of general drive to do well in school.

Typical items:

I usually manage to read my text, even though it may be rather boring.

I try to do well in courses even though I may not like them too much.

School Morale

What differences in attitudes toward school exist as students move from grades four through ten? Is there progressive disenchantment, or contrariwise, progressive satisfaction with their education as they move through the Columbus schools? Specifically, are there differences among the grade levels with respect to attitudes and/or perceptions of the school plant, instruction and instructional materials, administration, regulations and staff, community support and parental involvement, relationships with other students, teacher student relationships, or the school in general ?

Student attitudes toward the various aspects of the school program were assessed through the School Morale Scale which was administered to a large sample of students in grades four, six, eight, and ten. The average scores for each grade level by morale subtest is reported in the Appendix Table I.

Student average scores for each measure of student attitudes reveal a rather remarkable consistency at grades four, six, eight, and ten when students from all schools are lumped together at each grade. These very general findings show that, overall, there appears to be no tendency for students in the Columbus schools as a total group to change noticeably in their school attitudes as they move from elementary school into senior high school.

There are, however, very marked differences between schools within the system, and the average responses of individual schools ranged between high satisfaction and very great alienation. The statistical analyses supporting this generalization are presented in Appendix Tables II to V.

Some schools in the community have been assigned a priority classification on the basis of the number of children from low income families. Schools designated priority I are seen as having the greatest concentration of children from low income families; concentrations of these children are lower at each priority level through priority V. Ninety-four schools are designated non-priority.

There is good reason to suspect that school attitudes would be high in the non-priority schools, and low in the priority ones. In general the data support this observation, but there is also ample evidence to indicate dissatisfaction among students in non-priority schools (see Appendix Tables VI to IX). The data in these tables show the number of schools from the high priority levels I to III, and from the non-priority levels, who score in the upper third or in the lower third in regard to some aspect of school morale. As is clear from information presented, and as has already been indicated, students in priority as well as students in non-priority schools are found at both the top and bottom ends of the morale continuum. Overall, however, student attitudes toward school tend to be somewhat lower in priority schools, although the relationship is not a clear and unequivocal one. At grade four priority schools were lower on each dimension of school morale studied: attitude toward the school plant, attitude toward instruction and instructional materials, attitude toward administration, staff, and regulation, perception of community support and parental involvement, attitude toward other students, attitude toward teacher student relationships, general feelings about school, and total school morale. In the grades beyond four, however, there was great variability in the responses of pupils in priority and in non-priority schools.

The results available here point clearly to the need for intensification of efforts to modify school related attitudes in priority school students, particularly in the early grades; but they also indicate the need to give attention to students in a number of schools currently designated non-priority.

The value of efforts to foster positive school attitude is clearly reflected in the case of one school having planned programs for attitude modification: its school morale scores are among the highest of any in the Columbus Public School System. While programs attempting to modify attitudes should be developed, it is obvious also that they must be undertaken in conjunction with programs designed to encourage educational achievement, and with programs of educational remediation, where necessary.

It would seem appropriate, and perhaps a pioneering effort, for the Columbus schools to develop some provision for the periodic assessment of student feelings about the schools and the education they are receiving, and also to devise mechanisms for dealing with the problems uncovered in such assessment.

Correlates of School Morale at the Elementary Level

It seemed important to attempt to learn something of factors related to student attitudes toward school at the elementary level. There are potentially many reasons for these attitudes, and such factors as home dynamics, community attitudes, and pupil abilities and achievements come most immediately to mind. The school has some immediate control over the experience of teachers assigned to a given school, and perhaps over the racial composition of classes. It was this observation which led to exploration of possible relationships between racial composition of class, teacher experience, and attitudes toward school in some 62 elementary classrooms (34 fourth grade and 28 sixth grade). The results of such an analysis revealed a negative relationship between the percentage of minority children in a given classroom and attitudes toward relationships with other pupils, attitudes toward teacher student relationships, general feelings about school, and general school morale. In other words, as the percentage of minority children in a given classroom increased, attitudes decreased. The relationship was most pronounced at grade six, but present to some degree at grade four.

There is already considerable evidence to indicate that poor achievement exists in schools heavily populated with minority children, and contrariwise, there is improved achievement in more integrated school settings. These same studies document the fact that integrated education in no way interferes with the achievement of majority group children.

The studies which we have conducted in Columbus indicate quite clearly that the findings in regard to school achievement and school racial composition extend also to school attitudes. Taken together the studies in school achievement and attitudes as related to classroom ethnic composition suggest strongly that the Columbus schools should have as a mandate the redoubling of its effort to provide more integrated educational opportunities for all children.

Studies on the relationships between teacher satisfaction, teacher experience, and student morale were also remarkable. Briefly summarized, the results revealed, particularly at grade six, strong positive relationships between teacher experience (in years) in the school in which he was currently employed and pupil attitudes toward school. There was also a strong positive relationship between total years of teacher experience and pupil attitudes toward schools. Simply put, these data indicate that pupil attitudes toward school are directly related to teacher experience.

At grade four, satisfaction with teaching was particularly related to pupil attitudes toward other pupils, the teacher student relationships, and to general feelings about schools. The statistical analyses supporting the above observation are presented in Appendix Tables X to XIII. The results of these special studies of a cross-section of the students in the Columbus schools and their teachers suggest that particular and careful attention be given to teacher placement. As a short range objective, it would seem appropriate, if positive school attitudes are to be fostered, that in low socioeconomic schools careful placement be made from among experienced teachers clearly holding positive attitudes toward their work with children. The achievement of such an objective might well necessitate special assessment techniques for the identification of appropriate teachers.

The long range objective seemingly would be to note provisions for the education of all students in ethnically and socioeconomically diverse classrooms and schools.

Alienation and Achievement Motivation

There is much talk these days about student alienation from education, from duly constituted authority, and from society in general. These phenomena are thought to cut across socioeconomic groups and to affect all strata of society. In addition to being party to the alienation syndrome, lower socioeconomic groups are seen to possess a syndrome all their own: low general motivation for achievement, generally poor self concepts, and poor motivation for achievement in schools. Evidence interpreted as supporting these assertions is everywhere: in riots and disturbances in the cities, and in disturbances and riots in the schools themselves. This phase of our study concerns the extent to which these phenomena are present among students in the Columbus Schools. Our concern is with differences among schools in regard to general phenomena involving alienation, motivation and self concept. Again, we give particular attention to priority and non-priority schools as units of analysis.

As a total group Columbus Public School students appear to demonstrate no tendency toward estrangement from society between the end of junior high school and the end of senior high school. Quite to the contrary, we find some tendency toward increased self concept and toward greater feeling of mastery of the environment and one's own destiny as students move through the schools. At the same time the students maintain a rather consistent level of general (and school) achievement motivation. Data supporting these assertions are presented in Appendix Table XIV.

As in the case of morale, there are marked differences in the responses of students from individual schools, and it is these differences which concern us here. There are clearly segments of the population manifesting a degree of alienation from the school system and from society itself. There are in addition, groups of students in the system who have negative self concepts, who perceive themselves as victims of uncontrollable forces in the environment, and who have low aspirations for achievement. It is not surprising, of course, that these characteristics are found in individual pupils, but their presence in large groups of students is cause for concern. Surprisingly, there are no differences in students in regard to school achievement motivation, a finding which has been noted in other studies on students from diverse economic backgrounds: students from all segments of the schools want to do well in their academic work. This observation holds at grade 9, and also at grade 12. The fact that across the board, without regard to student socioeconomic characteristics, students maintain equally high achievement orientation suggests that all segments of the student population should be responsive to programs of remediation and/or educational stimulation when they are made available.

It is appropriate to turn again to priority and non-priority schools in our analyses of alienation, student motivations, and other related phenomena. There is good reason to believe, and indeed ample evidence to support the view that considerable alienation exists in lower socioeconomic groups.

The data which we have accumulated here, however, do not point to wholesale educational alienation among students in priority schools, or to consistently low motivation for achievement in such schools. The most consistent data supportive of the alienation hypothesis concerns 9th graders response to the Fatalism test where virtually all priority school pupils fell in the bottom half of the distribution, indicating a low perception of themselves as being, potentially, in control of their environment and destiny. High scores on the motivational measures are found in both priority and in non-priority schools. (See Appendix Tables XV to XVI, which show the number of schools scoring above or below average on a given test as related to school priority level). What seems particularly noteworthy is that priority school students have retained their generally positive motivation for achievement in spite of low school performance. This observation may well attest to the skill with which teachers have dealt with pupils in encouraging a continued interest in the pursuit of education objectives. Whatever the reason, the findings suggest that students in the priority schools should be more than receptive to programs of stimulation and enrichment. The data suggest as well that schools not currently designated priority may also well benefit from and be responsive to special program of educational stimulation.

Slow Learners

Slow learners represent a special segment of the school population. They possess I. Q.'s between 50 and 80, are almost always from lower socioeconomic groups, and are segregated in special classes. Their vocational goals and horizons are limited, since they possess none of the tools appropriate for skilled, and in most instances, semi-skilled work. Of course, they cannot pursue a higher education. Frequently these students are stigmatized because of their placement in special classes which are referred to as the class for dummies, retards, and other unacceptable labels. The study of attitudes and motivations in this group then seems particularly relevant to our overall program of assessment of student attitudes.

A comparison of the scores of the slow learners with those of the high school seniors, and even with the scores of ninth graders (see Appendix Tables XVII to XIX) demonstrates that slow learners perceive themselves to be less in control of their environment, and to be more alienated from education (it is seen as less relevant than is the case with non-slow learners). Also, slow learners hold lower self concepts than ninth graders.

The profile emerging for this group is not an unexpected one, but it does call attention to the need for more intensive programs of self development with this population.

XI. METROPOLITAN FEDERATION AND EVENTUAL METROPOLITAN SCHOOL AUTHORITY

Columbus is the social, political, and economic hub of one of the most rapidly developing metropolitan areas in the United States. Since 1960, the population of Franklin County (which comprises most of the metropolitan area) has increased by 26.8 per cent to a present total of 865,805. Columbus has grown at a rate of 23.5 per cent during the same period and now has an estimated population of 581,883. Projections prepared by the Columbus Area Chamber of Commerce indicate that by 1980 the population of Franklin County will exceed more than 1,230,000 people.

The interdependence of a central city and its surrounding suburbs is an established fact which has become increasingly important as society has become more complex. Problems of pollution, water distribution, transportation, air rights, sewage disposal, police and fire protection and several others overlap city and suburban jurisdictions across the country. People who reside in the suburbs typically work in the city and frequently return in non-working hours to shop in city stores and enjoy city libraries, museums, parks and other recreation facilities. The development of advanced communications procedures and modern transportation facilities combined with the emergence of suburbs as a means of segregating societal rewards in terms of housing opportunities has made metropolitanism a reality. So prominent is this concept today that in some respects, it has become a state of mind. Individuals who reside in suburbs and cities alike frequently identify themselves as members of the metropolitan community and often express concern about issues which pervade the metropolitan area.

It is becoming increasingly clear to thoughtful citizens that education is such an issue. Astute observers of the American scene associate the future of the nation with the future of its cities. If central cities fail, the millions of fringe area residents who depend upon cities as sites for employment, investment, and personal advancement will fail as well. Today it is of critical importance that people of all areas be educated to live and work--indeed, to survive--in urban settings.

Residents of cities and suburbs share a need to educate their children for urban life. Independently, cities and suburbs possess resources which, if shared, contribute meaningfully to the education of each other's children. For example, cities have parks, museums, and cultural centers; factories and other large business enterprises; and, unfortunately, a virtual monopoly on the realities of disadvantagement. Suburbs, on the other hand, often possess disproportionate amounts of fiscal resources on a per capita basis and strong concentrations of human leadership skills. The blending of city and suburban resources can contribute to improved educational opportunities for all children in the metropolitan area.

At the present time, there are approximately 180,000 elementary and secondary students enrolled in the public school of Franklin County. Although these students are distributed among school districts, almost 60 percent of them are enrolled in the Columbus Public Schools. It would appear that the Columbus Schools are in a position to exercise leadership toward metropolitan cooperation in the Franklin County area. Some steps already have been taken in this direction. For example, Columbus currently provides special and vocational education on a tuition basis (paid by local school districts) to students who reside in surrounding areas. Superintendents of school systems in the area also meet regularly as a group. However, further steps toward metropolitan cooperation and metropolitan educational government are possible and desirable at this time.

Recommendation:

The metropolitan area of Columbus should have a Metropolitan School Authority within five years. Immediate efforts should be extended by the Columbus Board of Education for the establishment of a Metropolitan Educational Federation charged with increased collaboration and coordination of activities among school systems in Franklin County. The Federation should eventuate into a formal Metropolitan School Authority.

Implementation:

(1) Establish the metropolitan planning council proposed in a preceding section of this report. This will be a useful step in the direction of coordinated planning among school systems.

(2) Intensify present efforts to develop programs of student and faculty exchange with other school systems in the metropolitan area. Suburban school systems should also take initiative in this direction. Programs involving a wide range of activities in addition to formal classroom experiences, differing lengths of time (i.e., from a few hours to an academic year), and various grade levels should be considered.

(3) Begin active participation in the Central Ohio Research and Development Council as a means of establishing a vehicle for the explicit cooperation of educational agencies within as well as beyond the Franklin County area.

(4) Support the creation of a Metropolitan Educational Federation for the purpose of planning the reorganization of existing school systems in Franklin County into a single metropolitan system with a number of subdistricts similar to those recommended for Columbus in an earlier section of this report. The Board should enlist the cooperation of the Urban Education Coalition in the development of the Federation. Funds should be acquired from non-school district sources to provide an executive secretary and consultative assistance for the period January 1, 1969 - June 30, 1970. A report should be expected from this committee in June, 1970.

The metropolitan area of Columbus should have a Metropolitan Area School Authority within five years. The purpose of such an authority would be to provide an area school government less than the State of Ohio, but more than a core city and stronger than the county has traditionally been in Ohio. The authority would have a lay board; one of its principal responsibilities would be educational finance. Such an arrangement would place the total wealth of the metropolitan area behind the education of every child and remove the temptation of industry to locate in islands of tax advantage.

CHAPTER THREE

FURTHER STUDY

In the plans for the study team's work it was indicated that time would preclude an extensive review of all problem areas. Areas for follow-up investigation have been identified however in keeping with the obligation.

Two areas were noted early that were too large to be appraised in the time available: (1) curriculum; and (2) counseling and guidance.

The study team believes that it would be advisable to seek outside consultant assistance to analyze these areas further. Resources, would of course, have to be allocated for that purpose.

Curriculum

The curriculum was not reviewed in any detailed way. It was not possible to learn what actually takes place in classrooms on a day to day basis. Interviews with teachers, parents and administrators plus responses to questionnaires from employers, teachers and students have revealed some classroom problems. Student morale apparently differs from school to school; variation in pupil achievement was noted; uniformities among school programs were detected even when the pupil populations served were quite different.

In further study of the curriculum some of the following questions should be pursued: What are the objectives or purposes of the Columbus

Public Schools? What is the relationship of the courses which are taught and the methods used to these purposes? Do the programs meet the needs of all children? some children? a few children? What data are utilized to answer such questions as these? How comprehensive is the program? vocational? technical? occupational?

Do the Columbus Public Schools follow their students after leaving school? Where do such students go? How well prepared were they by the public schools? What concepts, skills, attitudes, motivations, facts, beliefs, commitments, attributes do the employers or colleges or other groups feel that such students should have? Do the organizational arrangements (i.e., grouping policies, scheduling practices, teachers' assignment procedures), contribute directly to the attainment of educational objectives? Are organizational arrangements consistent with democratic values? Are teaching methods conducive to the development of democratic values? What is the role of the pupil, the teacher, the principal, the parent in curriculum decision making processes? How does curriculum change occur? What data are utilized as a basis for curriculum change? What alternatives and inducements and compliance procedures are employed? What kind of external curriculum evaluations are typical (e.g., North Central Association of Colleges and Secondary Schools)? How "external" are such groups? Are the results used? What motivations exist to encourage significant curriculum change?

Studies of the appropriateness of purposes, the attainability of goals, the effectiveness of courses, methods, organizational procedures, and evaluative approaches should be initiated soon. The programs of the schools must be scrutinized carefully, not because they are "bad" or "poor," but because they have not been studied. Those portions which are worthwhile will withstand the examination and be stronger as a consequence. Those aspects which exist on the basis of tradition or which are inappropriate or ineffective in terms of serving to help today's students must be modified or strengthened in some way. Rigorous examination is the only way for a school system to insist that its program be improved.

Special Education

Special education, an important part of the curriculum, needs careful review. If further work on curriculum is undertaken special education should not be overlooked. The special education offerings are among the most highly valued in the entire educational program. The parents of youngsters in such classes praised teachers and programs frequently during our meetings with them. The numbers of students profiting from this part of the curriculum appears to be growing but still the needs are not satisfied. State funds must be bolstered significantly by local resources.

If further work were to be done, questions such as these might be appropriate: what are the bases for selecting teachers and students for special programs? Are the only "special" programs those which the state helps to support? Is the floor which the state provides by making extra moneys available for special programs actually a ceiling in that no programs are provided unless the state pays the special bill? What are the purposes of special programs? What data serve to determine the effectiveness of such special programs? Do these data relate directly or only indirectly to the objectives involved? How many students are served by special programs? Do these data relate directly or only indirectly to the objectives involved? How many students are served by special programs? What counseling practices relative to special programs prevail? To whom are special teachers responsible? Is there a program for the total district, or do teachers and courses and materials exist without a carefully developed rationale? What are the costs of special programs (exceptional children, and the like) in comparison to educational costs to prepare youngsters in typical elementary situations or advanced physics classes or art or English or band? What kinds of follow-up studies have been made of slow learners in the Columbus schools? Deaf children? How frequently have such studies been done? How have the results been utilized to change the program in positive ways? These questions would seem to be important.

The Counseling and Guidance Program

In our contacts with parents, students in the schools, dropouts from the schools, and through questionnaire and interview data with principals and other administrators, it became clear that there are interests related to the counseling and guidance program. Our study period and resources did not permit us to do an extensive analysis of counseling and guidance as it is practiced in the Columbus Schools.

We are aware however of the importance of this function in today's schools. We are likewise aware that the number of counselors and other guidance personnel in the Columbus Public Schools is inadequate. Our data are fragmentary and, therefore, we cannot make detailed suggestions relative to improvements.

Some of the following questions might be raised: Is there a "testing program?" What is the rationale for such a program? What is the relationship of the testing program rationale to the standardized tests which are regularly used? Who makes the decisions about which tests shall be used? What are the bases for these decisions? How accurately and how extensively and how effectively are such test data employed? What kinds and how frequently are counseling practices utilized? What do counselors really do? Does each school have "its own" counseling program? Why do some schools have more counselors than others? What policies dictate the assignment of counseling personnel? Are there practices or policies which operate to encourage persons with particular biases or prejudices or attitudes to be drawn into or denied the opportunity to move into guidance roles? Are the guidance programs effective?

Interviews with a small population of dropouts, referred to earlier, indicated that of the 29 dropouts interviewed, one-half had never had a conference with a counselor during his or her stay in a secondary school. Other information indicates that relationships are limited between counseling personnel and important agencies in the community that work with young people. Similarly there is the impression that more emphasis is placed on college and other post high school educational counseling than upon the adjustment of high school graduates, or those who leave school, into the world of work.

We would not want to create the impression that all our data were negative in this important area of professional education practice. There was generous praise offered by individuals either through letters or direct comments to members of the commission in regard to the work of specific counselors in the Columbus Schools. Many students too admire their counselors.

The area of specialized personnel services is one that is undergoing considerable review across the country. Traditional approaches to counseling and guidance are being examined and we feel that a similar appraisal is warranted in this case. Philosophy, purposes, and practices should be reviewed. The number and types of specializations represented in this pupil-personnel area should likewise be examined. The relationship between counselors, classroom teachers and administrators should be evaluated. The perceptions of young people in the schools in regard to those who serve as counseling and guidance officials should be sought. Similarly, practices related to detailed follow-up of recent graduates as well as those who have dropped out of school should also be surveyed.

APPENDIX

TABLE I

MEANS AND STANDARD DEVIATIONS OF MORALE SCORES BY GRADE LEVELS

Morale Subtest	Grade							
	4(N-934)		6(N-772)		8(N-1339)		10(N-1028)	
	M	S.D.	M	S.D.	M	S.D.	M	S.D.
School Plant	7.30	2.90	6.79	2.98	6.67	2.83	6.51	2.79
Instruction and Instructional Materials	6.96	0.49	6.73	2.59	6.38	2.68	6.79	2.47
Administration, Regulations, Staff	6.39	2.34	6.51	2.33	6.95	2.61	6.75	2.63
Community Support and Parental Involvement	7.24	2.12	7.34	2.15	6.72	3.31	6.40	2.48
Relationships with Other Students	6.15	2.32	6.54	2.51	6.60	2.53	7.22	2.46
Teacher-Student Relationships	8.03	2.45	7.85	2.67	7.43	2.98	7.87	2.82
General Feelings about Attending School	6.55	2.83	5.92	2.93	5.72	2.87	6.07	2.72
Total School Morale	48.33	13.95	47.70	14.20	46.42	14.65	47.62	13.56

TABLE II

ANALYSIS OF VARIANCE OF SCHOOL MORALE INVENTORY: GRADE 4

Subtest	Analysis of Variance[1] Sum of Squares Between	Within	F	P
School Plant	1719.73 (36)	6108.32 (897)	7.01	$<.001$
Instruction and Instructional Materials	1188.97 (36)	4157.30 (897)	7.13	$<.001$
Administration, Regulations, and Staff	1148.87 (36)	3941.27 (897)	7.26	$<.001$
Community Support and Parental Involvement	565.83 (36)	3611.92 (897)	3.90	$<.001$
Relationships with Other Students	674.56 (36)	4338.44 (897)	3.87	$<.001$
Student Teacher Relationships	766.28 (36)	4817.81 (897)	3.96	$<.001$
Feelings about Attending School	1210.65 (36)	6272.95 (897)	4.81	$<.001$
Total Morale	32285.51 (36)	149759.88 (897)	5.37	$<.001$

[1] df in parentheses

TABLE III

ANALYSIS OF VARIANCE OF SCHOOL MORALE INVENTORY: GRADE 6

Subtest	Analysis of Variance[1] Sum of Squares			
	Between	Within	F	P
School Plant	2531.21 (28)	4305.09 (743)	15.60	< .001
Instruction and Instructional Materials	940.51 (28)	4248.51 (743)	5.87	< .001
Administration, Regulations, and Staff	1067.54 (28)	3127.43 (743)	9.06	< .001
Community Support and Parental Involvement	541.20 (28)	3009.55 (743)	4.77	< .001
Relationships with Other Students	833.55 (28)	4018.03 (743)	5.50	< .001
Student Teacher Relationships	1196.49 (28)	4319.47 (743)	7.35	< .001
Feelings about Attending School	1809.12 (28)	4800.73 (743)	10.00	< .001
Total Morale	4159054.62 (28)	11404741.50 (743)	9.68	< .001

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[1] df in parentheses

TABLE IV

ANALYSIS OF VARIANCE OF SCHOOL MORALE INVENTORY: GRADE 8

Subtest	Analysis of Variance[1] Sum of Squares Between	 Within	F	P
School Plant	2071.20 (12)	8634.19 (1326)	26.51	<.001
Instruction and Instructional Materials	945.75 (12)	8682.76 (1326)	12.04	<.001
Administration, Regulations, and Staff	974.14 (12)	8150.85 (1326)	13.21	<.001
Community Support and Parental Involvement	461.36 (12)	14220.73 (1326)	3.58	<.001
Relationships with Other Students	756.14 (12)	7814.26 (1326)	10.69	<.001
Student Teacher Relationships	842.33 (12)	11042.40 (1326)	8.43	<.001
Feelings about Attending School	1076.63 (12)	9913.92 (1326)	12.00	<.001
Total Morale	41174.94 (12)	246113.08 (1326)	18.49	<.001

[1] df in parentheses

TABLE V

ANALYSIS OF VARIANCE OF SCHOOL MORALE INVENTORY: GRADE 10

Subtest	Analysis of Variance[1] Sum of Squares Between	Within	F	P
School Plant	1853.46 (9)	6173.52 (1018)	33.96	$<$ .001
Instruction and Instructional Materials	285.05 (9)	6008.38 (1018)	5.37	$<$ .001
Administration, Regulations, and Staff	808.97 (9)	6355.76 (1018)	14.40	$<$ .001
Community Support and Parental Involvement	566.63 (9)	5786.79 (1018)	11.07	$<$ .001
Relationships with Other Students	483.88 (9)	5792.16 (1018)	9.45	$<$ .001
Student Teacher Relationships	260.08 (9)	7972.43 (1018)	3.69	$<$ .001
Feelings about Attending School	498.31 (9)	7119.68 (1018)	7.92	$<$ .001
Total Morale	15787.27 (9)	175182.04 (1018)	10.19	$<$ .001

[1] df in parentheses

TABLE VI

SCHOOL MORALE BY PRIORITY LEVEL: GRADE 4

Morale Subtest	Top Third (high)		Bottom Third (low)	
	P1-3	NP[1]	P1-3	NP
School Plant	3	7	6	3
Instruction and Instructional Materials	2	8	5	4
Administration, Regulations, and Staff	3	7	6	3
Community Support and Parental Involvement	4	6	4	3
Relationships with Other Students	2	7	8	3
Teacher Student Relationships	3	8	7	2
General Feelings about Attending School	3	6	7	2
Total School Morale	3	7	3	7

[1] NP=Non-priority

TABLE VII

SCHOOL MORALE BY PRIORITY LEVEL: GRADE 6

Morale Subtest	Morale Score Top Third (high)		Bottom Third (low)	
	Pl-3	NP[1]	Pl-3	NP
School Plant	5	4	4	3
Instruction and Instructional Materials	3	4	3	3
Administration, Regulations, and Staff	5	4	7	1
Community Support and Parental Involvement	3	5	5	2
Relationships with Other Students	4	5	3	3
Teacher Student Relationships	3	5	3	4
General Feeling about Attending School	3	6	5	3
Total School Morale	3	5	3	4

[1] NP=Non-priority

TABLE VIII

SCHOOL MORALE BY PRIORITY LEVEL: GRADE 8

Morale Subtest	Morale Score			
	Top Third (high)		Bottom Third (low)	
	P1-3	NP[1]	P1-3	NP
School Plant	3	3	3	3
Instruction and Instructional Materials	3	3	3	3
Administration, Regulations, and Staff	2	4	4	2
Community Support and Parental Involvement	3	3	3	3
Relationships with Other Students	2	4	4	2
Teacher Student Relationships	2	4	4	2
General Feeling about Attending School	2	4	3	3
Total School Morale	2	4	4	2

[1] NP=Non-priority

TABLE IX

SCHOOL MORALE BY PRIORITY LEVEL: GRADE 10

Morale Subtest	Morale Score: Top Third (high)		Bottom Third (low)	
	Pl-3	NP[1]	Pl-3	Np
School Plant	3	2	4	1
Instruction and Instructional Materials	4	1	3	2
Administration, Regulations, and Staff	5	0	2	3
Community Support and Parental Involvement	2	3	5	0
Relationships with Other Students	3	2	4	1
Teacher Student Relationships	4	1	3	2
General Feeling about Attending School	2	3	5	0
Total School Morale	3	2	4	1

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[1] NP=Non-priority

TABLE X

SCHOOL MORALE: TEACHER AND STUDENT CORRELATES

Variables Correlated	Correlation Coefficients Grade 4 (34 Classrooms)	 Grade 6 (28 Classrooms)
Percentage of minority pupils in the class with pupil attitudes toward the school plant	-.36 *	-.73 ***
Percentage of minority pupils in the class with pupil attitudes toward instruction and instructional materials	-.12	-.24
Percentage of minority pupils in the class with pupil attitudes toward administration, regulations, and staff	.15	-.09
Percentage of minority pupils in the class with pupil perception of community support and parental involvement	-.26	-.53 **
Percentage of minority pupils in the class with pupil attitudes toward relationships with other pupils	-.25	-.56 **
Percentage of minority pupils in the class with pupil attitudes toward teacher-student relationships	-.50 **	-.56 **
Percentage of minority pupils in the class with pupils' general feelings about school	-.29	-.63 ***
Percentage of minority pupils in the class with general school morale	-.20	-.58 **

* $p < .05$
** $p < .01$
*** $p < .001$

TABLE XI

SCHOOL MORALE: TEACHER AND STUDENT CORRELATES

Variables Correlated	Correlation Coefficients Grade 4 (34 Classrooms)	 Grade 6 (28 Classrooms)
Teacher experience in school under study (in years) with pupil attitudes toward the school plant	-.32	.41 *
Teacher experience in school under study (in years) with pupil attitudes toward instruction and instructional materials	-.16	.34
Teacher experience in school under study (in years) with pupil attitudes toward administration, regulations, and staff	-.06	.42 *
Teacher experience in school under study (in years) with pupil perceptions of community support and parental involvement	-.14	.01
Teacher experience in school under study (in years) with pupil attitudes toward relationships with other pupils	-.06	.36
Teacher experience in school under study (in years) with pupil attitudes toward teacher-student relationships	.01	.29
Teacher experience in school under study (in years) with pupils' general feelings about school	-.23	.37
Teacher experience in school under study (in years) with general school morale	-.18	.42 *

* $p < .05$

TABLE XII

SCHOOL MORALE: TEACHER AND STUDENT CORRELATES

Variables Correlated	Correlation Coefficients Grade 4 (34 Classrooms)	Correlation Coefficients Grade 6 (28 Classrooms)
Total teacher experience (in years) with pupil attitudes toward the school plant	-.04	.57 ***
Total teacher experience (in years) with pupil attitudes toward instruction and instructional materials	-.01	.47 **
Total teacher experience (in years) with pupil attitudes toward administration, regulations, and staff	.14	.64 ***
Total teacher experience (in years) with pupil perception of community support and parental involvement	.05	.16
Total teacher experience (in years) with pupil attitudes toward relationships with other pupils	.08	.57 ***
Total teacher experience (in years) with pupil attitudes toward teacher-student relationships	.28	.47 **
Total teacher experience (in years) with pupils' general feelings about school	.03	.59 ***
Total teacher experience (in years) with general school morale	.09	.64 ****

* $p < .05$
** $p < .02$
*** $p < .01$
**** $p < .001$

TABLE XIII

SCHOOL MORALE: TEACHER AND STUDENT CORRELATES

Variables Correlated	Correlation Coefficients Grade 4 (34 Classrooms)	 Grade 6 (28 Classrooms)
Satisfaction in teaching with pupil attitudes toward the school plant	.14	.23
Satisfaction in teaching with pupil attitudes toward instruction and instructional materials	.28	.24
Satisfaction in teaching with pupil attitudes toward administration, regulations, and staff	.21	.21
Satisfaction in teaching with pupil perception of community support and parental involvement	.22	.23
Satisfaction in teaching with pupil attitudes toward relationships with other pupils	.46 ***	.24
Satisfaction in teaching with pupil attitudes toward teacher-student relationships	.36 *	.09
Satisfaction in teaching with pupils' general feelings about school	.47 ***	.19
Satisfaction in teaching with general school morale	.39 *	.24

* $p < .05$
** $p < .02$
*** $p < .01$

TABLE XIV

MEANS AND STANDARD DEVIATIONS OF AUTHORITARIANISM, EDUCATIONAL ALIENATION, FATALISM, GENERAL ACHIEVEMENT MOTIVATION, SELF CONCEPT, SCHOOL ACHIEVEMENT MOTIVATION, AND SOCIAL DESIRABILITY AT GRADES 9 AND 12

Test	Grade			
	9 (N-1803)		12 (N-1376)	
	Mean	S.D.	Mean	S.D.
Authoritarianism	2.03	1.19	2.27	1.20
Educational Alienation	5.63	1.40	5.84	1.15
Fatalism	5.55	1.78	6.36	1.51
General Achievement Motivation	5.69	1.70	5.67	1.72
Self Concept	11.96	4.64	13.76	4.71
School Achievement Motivation	7.95	2.38	7.68	2.40
Social Desirability	8.16	3.92	7.60	3.87

TABLE XV

AUTHORITARIANISM, EDUCATIONAL ALIENATION, FATALISM, GENERAL ACHIEVEMENT MOTIVATION, SELF CONCEPT, SCHOOL ACHIEVEMENT MOTIVATION, AND SOCIAL DESIRABILITY BY SCHOOL PRIORITY GROUP: GRADE 9

Test	Test Score[2]			
	Above Median (High)		Below Median (Low)	
	Pl-3	NP[1]	Pl-3	NP
Authoritarianism	1	6	6	1
Educational Alienation	5	2	2	5
Fatalism	1	6	6	1
General Achievement Motivation	5	2	5	2
Self Concept	3	4	4	3
School Achievement Motivation	4	3	3	4
Social Desirability	6	1	1	6

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[1] Non-priority

[2] Based on an analysis of fourteen junior high schools

TABLE XVI

AUTHORITARIANISM, EDUCATIONAL ALIENATION, FATALISM, GENERAL ACHIEVEMENT MOTIVATION, SELF CONCEPT, SCHOOL ACHIEVEMENT MOTIVATION, AND SOCIAL DESIRABILITY BY SCHOOL PRIORITY GROUP: GRADE 12

Test	Test Score[2]			
	Above Median(High)		Below Median(Low)	
	Pl-3	NP[1]	Pl-3	NP
Authoritarianism	1	3	4	0
Educational Alienation	2	2	3	1
Fatalism	2	2	3	1
General Achievement Motivation	4	0	1	3
Self Concept	3	1	3	1
School Achievement Motivation	3	1	2	2
Social Desirability	4	0	1	3

[1] Non-priority

[2] Based on an analysis of eight senior high schools

TABLE XVII

ANALYSES OF VARIANCE OF THE AUTHORITARIANISM, EDUCATIONAL ALIENATION, FATALISM, ACHIEVEMENT MOTIVATION, SELF CONCEPT, SCHOOL ACHIEVEMENT MOTIVATION, AND SOCIAL DESIRABILITY SCALES: GRADE 9

Test	Analysis of Variance[1] Sum of Squares Between	Within	F	P
Authoritarianism	63.55 (13)	2492.70 (1789)	3.51	$< .001$
Educational Alienation	49.19 (13)	3489.81 (1789)	1.94	$< .05$
Fatalism	158.99 (13)	5535.87 (1789)	3.95	$< .001$
General Achievement Motivation	155.01 (13)	5061.57 (1789)	4.21	$< .001$
Self Concept	533.18 (13)	38265.00 (1789)	1.92	$< .05$
School Achievement Motivation	84.41 (13)	10096.34 (1789)	1.15	Not Sig.

[1] df in parentheses

TABLE XVIII

ANALYSES OF VARIANCE OF THE AUTHORITARIANISM, EDUCATIONAL ALIENATION, FATALISM, ACHIEVEMENT MOTIVATION, SELF CONCEPT, SCHOOL ACHIEVEMENT MOTIVATION, AND SOCIAL DESIRABILITY SCALES: GRADE 12

Test	Analysis of Variance[1] Sum of Squares Between	Within	F	P
Authoritarianism	46.48 (8)	1927.40 (1367)	4.12	$<$ .001
Educational Alienation	34.01 (8)	1799.54 (1367)	3.23	$<$ .005
Fatalism	92.18 (8)	3053.57 (1367)	5.16	$<$ .001
General Achievement Motivation	97.19 (8)	3961.34 (1367)	4.19	$<$ .001
Self Concept	113.40 (8)	30354.44 (1367)	0.64	Not Sig.
School Achievement Motivation	71.27 (8)	7837.79 (1367)	1.55	Not Sig.

[1] df in parentheses

TABLE XIX

MEANS AND STANDARD DEVIATIONS OF AUTHORITARIANISM, EDUCATIONAL ALIENATION, FATALISM, GENERAL ACHIEVEMENT MOTIVATION, SELF CONCEPT, SCHOOL ACHIEVEMENT MOTIVATION, AND SOCIAL DESIRABILITY FOR HIGH SCHOOL SLOW LEARNERS AND HIGH SCHOOL TWELFTH GRADERS

Test	Group			
	Slow Learners (N=164)		Twelfth Graders (N=1376)	
	Mean	S.D.	Mean	S.D.
Authoritarianism	1.82	1.40	2.27	1.20
Educational Alienation	4.93	1.55	5.84	1.15
Fatalism	4.26	1.70	6.36	1.51
General Achievement Motivation	5.80	1.59	5.67	1.72
Self Concept	10.81	4.59	13.76	4.71
School Achievement Motivation	7.42	2.31	7.68	2.40
Social Desirability	10.30	3.93	7.60	3.87